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WOMEN IN SERVICE REVIEWS

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OF THE

COMMITTEE ON ARMED SERVICES
HOUSE OF REPRESENTATIVES

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WOMEN IN SERVICE REVIEWS

HOUSE OF REPRESENTATIVES,
COMMITTEE ON ARMED SERVICES,
SUBCOMMITTEE ON MILITARY PERSONNEL,
Washington, DC, Wednesday, July 24, 2013.

The subcommittee met, pursuant to call, at 3:11 p.m., in room 2212, Rayburn House Office Building, Hon. Joe Wilson (chairman of the subcommittee) presiding.

OPENING STATEMENT OF HON. JOE WILSON, A REPRESENTATIVE FROM SOUTH CAROLINA, CHAIRMAN, SUBCOMMITTEE ON MILITARY PERSONNEL

Mr. WILSON. The hearing will come to order. Everyone is welcomed to this Military Personnel Subcommittee hearing on Women in Service Reviews.

The subcommittee today will focus on the implementation plans that the military services and the United States Special Operations Command have developed to expand the assigned opportunities for women. Over the last decade, women have served exceptionally in many positions in combat. The decision by the Secretary of Defense in January to rescind the direct ground combat exclusion policy has established a new dynamic. All positions are open to women unless the military services are granted an exception to policy.

In June the Secretary of Defense released those implementation plans, which envision full implementation of the new policy by January 2016. Between now and then the military services and the U.S. Special Operations Command will develop the substantive basis for implementation. As is clear from the plans, implementation of the new policy will be incremental, with previously closed units and occupational specialties being opened as gender-neutral performance standards are validated, other issues related to the inclusion are addressed, and congressional notifications are completed. Implementation of decisions about Army and Marine Corps direct ground combat units, infantry, armor, and artillery, as well as specialties controlled by the Special Operations Command, will take place later in the process. The Secretary of Defense has made clear that standards will not be lowered, that they will be applied on a gender-neutral basis. This is a key commitment to the success of inclusion efforts.

Our witnesses today include Ms. Juliet Beyler, Director, Officer and Enlisted Personnel Management, U.S. Department of Defense.

We would like to welcome you to your first appearance before this subcommittee.

Lieutenant General Howard B. Bromberg, Deputy Chief of Staff G-1, U.S. Army. Lieutenant General Robert E. Milstead Jr., Dep-

uty Commander, Manpower and Reserve Affairs, U.S. Marine Corps; Major General Bennet Sacolick, the Director of Force Management and Development, U.S. Special Operations Command.

And again your first appearance, you are welcome.

Rear Admiral Barbara Sweredoski, and we want to thank you for your first appearance, Reserve Deputy, Military Personnel Plans and Policy, U.S. Navy. And finally Brigadier General Gina M. Grosso, Director of Force Management Policy, Deputy Chief of Staff for Manpower, Personnel and Services, U.S. Air Force.

And indeed your first appearance. Thank you for being here.

Mrs. Davis, did you have any opening remarks?

[The prepared statement of Mr. Wilson can be found in the Appendix on page 29.]

STATEMENT OF HON. SUSAN A. DAVIS, A REPRESENTATIVE FROM CALIFORNIA, RANKING MEMBER, SUBCOMMITTEE ON MILITARY PERSONNEL

Mrs. DAVIS. Thank you, Mr. Chairman.

I also wanted to welcome all of our distinguished panelists and presenters today. Thank you very much for being here.

We all are aware that in January, Secretary of Defense Panetta announced that the direct ground combat policy that prohibited women from serving in ground combat units was being rescinded, and as part of that announcement the Services were to provide the Secretary with plans on how they would proceed to implement women into ground combat units and positions. And those plans were to be provided by the Secretary by May 15th and focused on how the Services would open all positions to women by January 1, 2016.

I am very pleased that the Secretary rescinded the policy to allow women to serve in all units and positions, including ground combat. Women have served with distinction, including under combat conditions in today's All-Volunteer Force, and the conflicts in Iraq and Afghanistan have proven that future conflicts put all those who serve on the battlefield under the same threat.

Opening positions in units to women to ensure that the best qualified are chosen not based solely on gender but on capabilities and experience will help to ensure that our military remains the best in the world. Establishing criteria based on the functions and responsibilities of each position will help to ensure that the most qualified will serve.

Women want to ensure that they have equal opportunities to serve and excel into higher leadership positions and not be held back because they are prohibited from serving in specific fields. They do not want the rules and requirements to be different because they are women. What they want, is a fair and open opportunity. The elimination of the ground combat policy is the first step towards that equality.

I look forward to hearing from our witnesses and having an open and productive dialogue on the issues and challenges of the Services, especially Special Operations Command, may have in this effort. Thank you all very much for being here today.

[The prepared statement of Mrs. Davis can be found in the Appendix on page 30.]

Mr. WILSON. Thank you, Ranking Member Davis.

I ask unanimous consent that Representatives Dr. John Fleming, Loretta Sanchez, and Duncan Hunter be allowed to ask questions during the hearing. Without objection, so ordered.

Further, I ask unanimous consent that the following statements be entered into the record: the written statement of Women In International Security and the written statement of Elaine Donnelly, President, Center for Military Readiness. Without objection, so ordered.

[The information referred to can be found in the Appendix on pages 98 and 75, respectively.]

Mr. WILSON. Ms. Beyler, we will begin with your testimony, followed by the witnesses as introduced. As a reminder to the witnesses, please keep your statements to 3 minutes. We have your written statements, all of which will be included in the record. Then each subcommittee member and visiting member will have an opportunity for 5 minutes of questions, with time monitored by professional staffer John Chapla.

We now begin with Ms. Beyler.

STATEMENT OF JULIET BEYLER, DIRECTOR, OFFICER AND ENLISTED PERSONNEL MANAGEMENT, U.S. DEPARTMENT OF DEFENSE

Ms. BEYLER. Good afternoon. Chairman Wilson, Ranking Member Davis, distinguished members of the subcommittee, thank you for the opportunity to testify before you today.

As previously mentioned, last month we released each Service and SOCOM's [U.S. Special Operations Command] plans for how they will manage the integration of women into previously closed units and occupations. Our goal is to ensure the mission is met with fully qualified and capable people regardless of gender.

To that end, on January 24 of this year, then-Secretary Panetta and Chairman Dempsey announced the rescission of the 1994 Direct Ground Combat Definition and Assignment Rule and directed development of plans describing how each Service and SOCOM intends to execute the guidance to, one, review and validate all occupational standards to ensure that they are occupationally and operationally relevant and applied gender-neutrally by September of 2015; two, complete all studies by September of 2015; and, three, ensure full implementation by January 1, 2016. Each military Department Secretary, along with the SOCOM Commander, submitted their plans, which were then reviewed by both Secretary Hagel and Chairman Dempsey.

I will let my colleagues talk to the specifics of their plans, but here are a few things that they each have in common. Each plan manages positions in two general categories: currently open occupations, which were previously restricted based on the unit of assignment, so, for example, a supply sergeant in an infantry battalion; and, secondly, currently closed occupations such as infantry and tanks.

Each Service and SOCOM is working with research agencies to review and validate their occupational standards. Each is conducting thorough doctrine, training, education, facilities, and policy analyses to ensure deliberate and responsible implementation, and

each has identified decision points by which they will make final determinations to open occupations and positions, or request an exception to policy to keep the position or occupation closed. Exceptions must be personally approved by both the Secretary of Defense and the Chairman of the Joint Chiefs of Staff.

The Department is proceeding in a measured, deliberate, and responsible manner to implement changes that enable service members to serve in any capacity based on their ability and qualifications. Over time, these incremental changes will enhance the readiness and combat effectiveness of our forces. Standards will be uncompromising, established for the task of defending our Nation, and rooted in carefully analyzed requirements. Secretary Hagel is committed to this process and will work closely with the Chairman of the Joint Chiefs of Staff to monitor and guide this effort.

Implementation through 2016 will be an evolutionary process. We are committed to opening positions and occupations when and how it makes sense, while preserving unit readiness, cohesion, and the quality of the All-Volunteer Force. We recognize there will be challenges, but we will learn much from each step. By addressing issues head-on, capitalizing on lessons learned, and through open communication with Congress, we will institutionalize these important changes, integrating women into occupations and units in a climate where they can succeed and flourish.

Thank you again for the opportunity to speak with you today, and I look forward to your questions.

[The prepared statement of Ms. Beyler can be found in the Appendix on page 31.]

Mr. WILSON. Thank you, Ms. Beyler.

And we proceed to General Bromberg.

**STATEMENT OF LTG HOWARD B. BROMBERG, USA, DEPUTY
CHIEF OF STAFF G-1, U.S. ARMY**

General BROMBERG. Chairman Wilson, Representative Davis, and distinguished members of the committee, I thank you for the opportunity today to discuss Women in Service Review plan that is incorporated in the Army's "Soldier of 2020" Plan. The "Soldier 2020" Plan implements and reflects upon the effort to have greater opportunities for women to ensure that we have the best soldiers for the future of our Army.

Our goal is to integrate women leaders and soldiers into recently opened positions and units as expeditiously as possible. We will not sacrifice warfighting capability, the trust of Congress, or that of the American people as we seek to enhance force readiness and capability. We will select the best qualified soldiers regardless of gender for each job within the Army profession, ensuring our future force capability and readiness.

We are currently validating occupational standards, both physical and mental, for all specialties, focusing first on those currently closed to female soldiers. As we continue this process, we may require adjustments to our recruiting efforts, assignment process, and other personnel policies. Further, we will continually assess trends and indicators as we assimilate female leaders and soldiers into the previously closed units.

The process of evaluating a soldier's capabilities continues throughout his or her career. The Army assesses general recruits' physical capabilities very early in basic combat training. All Army courses that award occupational specialties have associated physical requirements. Initial military training physical requirements are based on the tasks new soldiers must be trained on in order to meet the minimum requirements to be awarded their specific occupation. These differ from the physical requirements associated with fully trained soldiers. Soldiers typically meet their full physical potential throughout subsequent individual and collective trainings when they are assigned in the operational force.

The Army of the future will require more mental agility, teamwork, and resilience from all soldiers. The "Soldiers 2020" Implementation Plan reflects our efforts to ensure we maintain the world's premier land power, ready and capable to defend this great Nation at home and abroad. I assure the members of this committee that your Army's senior leaders remain focused on creating a climate of trust and respect in which every person is able to thrive and achieve their full potential and enjoy viable career paths regardless of gender.

Mr. Chairman, members of the subcommittee, I thank you again for your steadfast and generous support of the outstanding men and women of the United States Army and look forward to your questions. Thank you.

[The prepared statement of General Bromberg can be found in the Appendix on page 37.]

Mr. WILSON. Thank you, General Bromberg.
And we now proceed to General Milstead.

STATEMENT OF LTGEN ROBERT E. MILSTEAD, JR., USMC, DEPUTY COMMANDANT, MANPOWER AND RESERVE AFFAIRS, U.S. MARINE CORPS

General MILSTEAD. Good afternoon. Chairman Wilson, Ranking Member Davis, and distinguished members of the subcommittee, it is my privilege to appear before you today.

The commandant and all of our Marine Corps leadership are dedicated to taking care of all of our marines. Our deliberate approach to increasing career opportunities for our females is an example of this. You have been provided the Marine Corps' implementation plan and my written statement, both of which provide the details on our road ahead. I look forward to your questions.

[The prepared statement of General Milstead can be found in the Appendix on page 45.]

Mr. WILSON. Thank you, General Milstead.
We now proceed to General Sacolick.

STATEMENT OF MG BENNET SACOLICK, USA, DIRECTOR, FORCE MANAGEMENT AND DEVELOPMENT, U.S. SPECIAL OPERATIONS COMMAND

General SACOLICK. I would like to begin by stating SOCOM fully supports the decision to eliminate the Direct Combat Assignment Rule. Women have been attached to our combat units for several years as part of our cultural support teams, civil affairs, military

information support teams, intelligence support, and a host of other occupational specialties, and they have performed magnificently.

The question for SOCOM and the focus of our analysis is whether we can combine women into the special operation units whose occupation often requires deploying in small self-contained teams for long periods of time in austere, geographically isolated locations. Many of these units deploy in close proximity to or behind enemy lines, and they live and work in very close quarters with each other. Can we achieve this level of integration while preserving our unit readiness, cohesion, and morale?

We have tasked our subordinate component commands to review their organization, training, education, and leader development programs, inclusive of providing the recommendation on how to generate a sufficient number of qualified officers and senior NCOs [Non-Commissioned Officers] to facilitate and complement integration. These reviews will include an evaluation of all performance standards.

I want to take a moment to talk about standards. We have always maintained that our SOF [Special Operations Forces] standards are occupationally specific, operationally relevant, and gender-neutral. They are just the standards. Our review will be a good opportunity to verify this assumption. We will look at every single task in each of our entry level qualification courses to ensure they are decisively tied to an operational requirement.

We will also look at the social aspects of integration on the effective functioning of small teams. Our concern about integration generally centers upon the impact of unit cohesion. These concerns include both social cohesion, referring to the extent team members feel emotionally bonded with each other, and task cohesion, referring to the mutual commitment among the individual team members in achieving the group objective.

We have also tasked RAND Corporation to provide a nonbiased third-party analysis of our qualification core standards, as well as assist us in designing a comprehensive survey for every single SOF operator in order to assist in first identifying and then eliminating barriers to integration.

Our implementation plan has only a handful of significant milestones. Our assessment phase will be accomplished by July 2014. We will then have an opportunity to analyze and develop a strategy, and by July 2015 Commander of SOCOM will provide his recommendation, in conjunction with the service chiefs, to the Secretary of Defense for a January 1, 2016, implementation.

In conclusion, I just want to reiterate, we are absolutely not predisposed to any particular course of action. Our only concern is generating qualified SOF operators to support our country without regard to gender. Thank you very much.

[The prepared statement of General Sacolick can be found in the Appendix on page 51.]

Mr. WILSON. And thank you, General Sacolick.

We now proceed with Admiral Sweredoski.

**STATEMENT OF RADM BARBARA SWEREDOSKI, USN, RESERVE
DEPUTY, MILITARY PERSONNEL PLANS AND POLICY, U.S.
NAVY**

Admiral SWEREDOSKI. Thank you. Chairman Wilson, Ranking Member Davis, and distinguished members of the committee, thank you for holding this hearing and for affording me the opportunity to testify on Navy's Women in Service implementation plan.

Navy's plan is a continuation of our efforts over the past 19 years to steadily expand opportunities for women. Talented female officers, sailors, and civilians are a key component of our All-Volunteer total force. Our goal is to continue to ensure all men and women in the Department of the Navy have the opportunity to succeed and are set up for success with viable career paths while preserving our warfighting capability.

Navy's implementation plan addresses all positions currently closed to the assignment of women. Navy expects to have no closed occupations, very limited number of closed positions, and equal professional opportunity for females in every officer designator and enlisted rating by 2016. Navy's implementation plan addresses assignment opportunities for women in the Coastal Riverine Force, submarines, and surface ships. Our plan also outlines a coordination with the Marine Corps for Navy personnel serving support of the ground combat element, and with U.S. Special Operations Command, to proceed in a deliberate, measured, responsible way to assign women to currently closed special operations positions as assessments are completed.

Navy will open positions as expeditiously as possible while maintaining our high standards to preserve the quality of the force, as well as considering good order and judicious use of fiscal resources. Navy remains committed to working with Congress and thanks the members of the Personnel Subcommittee for your continuous and unwavering commitment to support our women and men. Thank you once again for holding this important meeting.

[The prepared statement of Admiral Sweredoski can be found in the Appendix on page 56.]

Mr. WILSON. Thank you, Admiral Sweredoski.

We now proceed to General Grosso.

**STATEMENT OF BRIG GEN GINA M. GROSSO, USAF, DIRECTOR
OF FORCE MANAGEMENT POLICY, DEPUTY CHIEF OF STAFF
FOR MANPOWER, PERSONNEL AND SERVICES, U.S. AIR
FORCE**

General GROSSO. Chairman Wilson, Ranking Member Davis, distinguished members of the committee, thank you for inviting me today to testify before you on behalf of the Secretary of the Air Force on this critical readiness issue.

The Air Force is dedicated to continue the gender integration efforts initiated in 1993 when we lifted restrictions against women flying fighter aircraft and began assigning them to frontline combat aviation units. Today more than 99 percent of the nearly 500,000 Active Duty, Air National Guard, and Air Force Reserve positions are open to both men and women. In accordance with Office of the Secretary of Defense guidance, the Air Force is working to open the remaining 4,600 positions across seven career fields that are affli-

ated with special operations and long-range reconnaissance ground combat units.

To meet this objective, the Air Force has partnered with our Army and Special Operations Command counterparts to develop a comprehensive plan complete with detailed tasks and timelines which ensures we will complete the necessary steps to open all remaining positions by January 1, 2016. To support this timeline, the Air Force is accelerating current studies to validate physical tests and standards for each of the closed career fields. Additionally, the Air Force is addressing critical assignment restrictions in the areas of health and welfare, training, assignment classification, and career development. Although these tasks are significant, we do not anticipate any major obstacles to opening all closed positions by 2016.

Ultimately the initiative to eliminate all remaining gender-based assignment restrictions will improve our readiness and the Air Force's ability to recruit and retain a qualified and diverse force. I look forward to your questions.

[The prepared statement of General Grosso can be found in the Appendix on page 67.]

Mr. WILSON. Thank you, General Grosso.

We will now proceed to each member of the subcommittee and other visiting Members of Congress who may attend. We will have a 5-minute rule maintained by Mr. John Chapla.

And the first question, for both General Bromberg and General Milstead, and this would be that both of your Services appear to be developing gender-neutral performance standards to be tested in the accession phase. That is somewhere between the recruiting station and the last day of the military occupational producing school. There is a problem with testing in the accession phase, however, related to the low physical ability of people seeking to enter the Services.

In deciding when in the accession phase to test and what standards to apply, how are you addressing the fundamental challenge? Testing early in the accession process would require the adoption of proxy tests and standards that are below those required for qualification for military occupational specialty, and testing late in the accession phase, say during the military occupational specialty qualification training, could incur the costs necessary to allow the service member the time to develop the capacity to accomplish the test without significantly increased attrition.

General Bromberg or General Milstead?

General BROMBERG. Thank you for this question, sir.

I think that is exactly the point we are at right now in developing these and examining these tests. We haven't decided yet where we are going to do the testing. And as we know, there is certain levels of performance upon acceptance in the military, there is a certain level of performance when you complete basic training, and then a certain level of performance as you go throughout your career.

So the first thing we are doing, that is why we are validating our tasks today, to make sure we clearly understand the tasks that we want performed, and then going through a scientific process using the Army's Research and Environmental Command to really iden-

tify those tasks and how they are performed. And then from that we will develop a very simple battery of tests that they are not going to represent the exact task, but the type of skills and the physiological capabilities that an individual would need, and then from that we will discern where we want to apply those tests.

So I think we have more to see, more to develop, but that is exactly why we want this very incremental and scientific approach to doing that, so we have to pick the right place to do it, at the right time. It is definitely gender-neutral, but it also related to the tasks that the individual has to do, not just as a soldier, but also for that specific military occupational specialty.

General MILSTEAD. I think it is important, first, to say that there is two separate pieces to this. There is that initial physical capability that you have to demonstrate to join the Army, the Marine Corps, the Services. I mean, you have to be physically, you know, have to meet physical standards. Okay, that aside, then we are talking about whether you have the physical capabilities to successfully complete that MOS [Military Occupational Specialty].

In the Marine Corps we have 335 military occupational specialties, MOSs, and each one of these has anywhere from a minimum of one, mostly more performance-based tasks. Now, these performance-based tasks have been developed without any regard to gender, and within those performance-based tasks our Training Command has been able to identify somewhere close to 250 physically demanding tasks. These are physically demanding things like, you know, lifting a tank round, lifting a tow bar, these sorts of things that require some physical fitness to them. These, again, have been developed without any regard to gender.

So presently if you complete the MOS school and those physical tasks, then you get the MOS. What we want to do, as we begin this implementation plan, is to see if we can't come up with some predictive capability somewhere earlier in the process that we can test people that will give us a predictive analysis, a predictive capability of whether that person has demonstrated that they may or may not have the capability to go on down that route and successfully make that MOS instead of just waiting until they graduate. Granted, today some fall out along the way, but we want to make sure that that is the exception and not the norm.

Mr. WILSON. I would like to thank both generals for your response. And having gone through such tests myself, I think you are both approaching this in a very positive manner.

And I want to thank Ms. Beyler. You, in effect, referenced this, too. And I just appreciate the thoughtfulness of all of you as how this is being approached.

I now proceed to Mrs. Davis.

Mrs. DAVIS. Thank you, Mr. Chairman, and again to all of you for being here.

I know that it is easy for us to understand some of the physical performance standards that we are talking about and the ability to maintain those consistently. I wonder if you could speak also, though, to mental performance standards and how you are going to be looking at those for specific positions. Do you see anything that is more specific to certain roles or in general, and how would

we move forward with those standards? Perhaps how is that different from today as well, which it may not be.

General BROMBERG. Yes, ma'am. That is a great question. I think we are all realizing that the mental agility required of today's tasks are much more than we realized in the past. And so within each military occupational specialty that is an area we are examining. It is a new area for us. We are certainly not as conversant as we should be at this point, but it is something we have to take on, not just in terms of your ability to perform that task in a complex and stressful environment, but are there indicators we can look from. The behavioral health area, as you know, is one of our most challenged areas wherever we go.

So we are going to take that on in this, not just physical standards, but how can we get after that area. I think this will be an area that will come much later for us than the physical standards because we know much more about the physical standards, but clearly what we want to see is how can people develop further, whether it be resilience, whether it be the ability to handle stress in adverse environments and perform under those environments. So more to follow on that, ma'am.

[The information referred to can be found in the Appendix on page 107.]

Mrs. DAVIS. Thank you.

Anybody else want to comment on that? Some thoughts or discussions that you have already had?

General MILSTEAD. Well, I would just offer that you have heard several of us use "deliberate, measured, and responsible." That is the way to go with this: deliberately, in a measured manner, and do it responsibly.

And the social and psychological factors need to be studied equally as important as the physical. And we are doing that in the Marine Corps. We have our exception to policy that we have had almost a year now where we have got 48 officers and staff non-commissioned officers down in 19 units. This month we are collecting the feedback from that, from both them and their commanders. We have got the Center for Naval Analyses is involved, and we have got a fleetwide survey.

So we are all looking at those sorts of things, recognizing that there is the psychological piece is equally important to this as the physical.

Mrs. DAVIS. And maybe in the next responses, would you like to discuss what are the cultural issues that you are talking about? I know it has been mentioned in several different ways.

General BROMBERG. I would just start by saying that, particularly for units where women have never served before, we have to look at the impacts on the small teams and the environments to make sure we understand the cultural aspects of that as we go forward. I think in units where women have served already before, we already have a data call, we already have some history, and we know from our previous experience what we have learned. But in those units as we expand, I think it is worth a look.

We want to continually assess, as we are doing all the time, every evolution like today. As we open up more positions to brigade combat teams, we continue to assess and find out the reactions of

the males in the unit, as well as the females in that unit. I think that is a huge piece, just to make sure everybody is set for success. That is the goal here, is to create the environment for success.

Mrs. DAVIS. Would you all like to comment on that?

General SACOLICK. It kind of reminds me of the statement, the whole is greater than the sum of the parts, when you talk about real small teams that often deploy. And I don't even want to use the term decentralized environments, but entirely alone by themselves. In many respects they may be the only American forces in a particular country, and just the dynamics associated on that team. And I don't want to say I have seen average teams do extraordinary things, but we have taken 12 basically normal individuals, and they perform magnificently together as a team. And so I don't want to do anything that affects that dynamic. That is why unit cohesion has been and continues to be so important. I don't know if that is going to be an issue at this point or not, but we are looking at it.

Mrs. DAVIS. Any other comments? All right. Thank you.

I think the other consideration that we have, and maybe we will get to that, is just some of the budgetary constraints that you have right now and how do you feel that those might impact us moving forward.

Thank you all so much for being here.

Mr. WILSON. Thank you, Mrs. Davis.

We now proceed to Congressman Dr. Joe Heck of Nevada.

Dr. HECK. Thank you, Mr. Chairman.

Thank you all for being here to discuss this topic. And I don't envy you. As you know, there is not universal acceptance of this concept, although probably more so now today than there was 5, 10, or 15 years ago. And no matter what decisions you come up with, you are still going to have a very dissatisfied segment of the population, so in that regard you could probably join Congress because you would be in the same boat as we are.

You know, there will be claims that as you reevaluate some of the physical standards in an essence to make sure that they are crosswalked to specific tasks, that a standard that exists today may actually be lessened because of the scientific basis of reviewing it. And then you are going to have somebody turn around and say, you see, they lowered the standard because they are trying to let females into this MOS or into this AOC [Area Of Concentration]. How are you going to answer that?

Ms. BEYLER. Sir, thank you for the question.

The Services will probably speak to that individually, but what I would say across the Department is exactly, we are not going to lower standards, but it is not a matter of lowering or raising the standard. That is why all of the Services and SOCOM have been tasked to validate the standard in light of everything we have learned since 2001 and all the changing technology. The key is to validate the standard to make sure that it is the right standard for the occupation. So, again, it is not a matter of raising or lowering standards, but it is a matter of validating to ensure that the standard is right and then applying that across the board neutrally.

Dr. HECK. Well, I understand that that is the process you are going through, but invariably you may find a standard that

through the validation process is going to be made lower, easier, less than what is currently in place, and you are going to have somebody turn around and try to change that scientific validation into an argument of, you are artificially lowering a standard. So how are you prepared? How are you going to address that criticism because it is going to come?

General BROMBERG. Sir, I think the simplest way for us to address that is by a factual basis of how we are doing our testing. If we can show that this is the standard, and I am absolutely confident we will be, as we go through the validation of the tasks. We have had standards in place in some military occupations for years that we haven't gone back and looked at. So it is not just about the male or female because we are going to eliminate males in some cases. And so some people will say, well, how did you do that? Well, as General Grosso said, it is a fact, a standard is a standard, a tank round, 55 rounds, if that is the type of round it is, it weighs that, you have to turn a certain way, and I think our factual basis supported by scientific evidence will clearly lay that out for us.

And I think the advantage from the Army perspective, this is about where we want to be with the high-quality force. And I know it is going to come, and we are just going to have to lay the facts out, and facts are stubborn.

Dr. HECK. And I am sure you have looked at the experience of the fire service where we experienced this same thing in a civilian occupation where when females were allowed to compete for front-line firefighters and they had to complete all the same physical standards, they rose to the task and they did it, and now we have females that are rising through the ranks in the fire service because they were able to meet the standards.

And, General Sacolick, you know, I think of all the entities, I think SOCOM is going to come under the most scrutiny by the general public. And you referenced measuring the social effects of integration. How are you going to do that? How do you measure the social effects of integration?

General SACOLICK. First, let me just spend a moment to address your last question because the criticism of our current qualification courses is relentless, and it is ongoing. I mean, we constantly have got to make adjustments to our standards, of our Special Forces Qualification Course, BUD/S [Basic Underwater Demolition/SEAL School]. The conditions on today's battlefields routinely change, and we have constantly got to look at that.

My previous job as the Commander of the Special Warfare Center, I ran the Special Forces Qualification Course, and I was looking at 80-percent attrition, and I had to analyze every single test to ensure that they made sense, to reduce male attrition. So the criticism is ongoing, the course is never as hard as somebody remembers it to be, and we deal with it often.

Social implications, it is a tough one. I think the survey will be telling. Too often we hear those operators that speak the loudest that don't represent the majority of the silent professionals. So we are looking at it, and it is in the process of designing a very good, reliable, accurate survey that can truly get the opinion of those quiet professionals and how they feel about the integration of the female on their teams. I think that will be telling.

Dr. HECK. Well, and I hope that all the Services are going to undertake that because obviously the physical standards are something that is going to be objectively able to be measured, whereas the social implications are something that are going to be very subjective and probably open to the greatest amount of scrutiny and criticism and probably receive the greatest amount of pushback.

I appreciate what you are trying to do, I support where the Services are going, where DOD [Department of Defense] is trying to go on this, and I am sure Congress stands ready to assist you in any way possible.

I yield back, Mr. Chair.

Mr. WILSON. Thank you, Dr. Heck.

We proceed with Congresswoman Niki Tsongas of Massachusetts.

Ms. TSONGAS. Thank you, Mr. Chairman.

And I want to thank all of you for being here today. I, like many, was so pleased when Secretary Panetta announced that DOD was mapping out how to integrate women into combat roles. This announcement really recognized our current reality that women are already serving in combat. I know on multiple trips to Afghanistan, as we have sought on our Mother's Day CODEL [Congressional Delegation] to meet with women, we have met many who have been serving in combat and certainly in harm's way, and we know that more than a hundred have died in Iraq and Afghanistan.

I also think this announcement is helping us to build a stronger Armed Forces because we as a country cannot combat the threats of the future by excluding the potential talents and skills offered by half the U.S. population.

So that is why I am so glad all of you are here today to talk about your plans. And while not my question, just a comment. As you look on the challenges of integration, of how to, especially in SOCOM, how to preserve the readiness and the sort of cohesiveness of the unit, that, yes, I think it is particularly important not just to look at women and the skill set that they bring into it, but to also look at sort of the optimal profile of the men so that you have success, you can go forward with great success.

But my question is for all of you. I recently met a woman who was an Olympic athlete. She told me that while men and women can often meet the same athletic standards, they sometimes need a different way of training to meet those standards. So are the Services considering this factor when designing training for service members so that they can meet these gender-neutral goals?

And this was reinforced to me by somebody I happened to meet who was part of the process of working on developing these standards, but her comment was that, yes, you want the standards to be gender-neutral, but you may need to train to these standards in different ways in order for women to have success. So I am wondering, and this is for all of you, if you all are looking at that as well.

General BROMBERG. Yes, ma'am, thank you for the question. We are looking at that, and we are not looking at it just for the integration of women, we are looking at it for the total soldier, because just as you have the 110-pound male who may lack some type of physiological capability or physical capability, he or she may both need to be trained differently.

We are trying to expand our understanding of how we train. For example, if you need more upper body strength to climb through a window or more lower back strength based upon the military occupational specialty, do we change the way we train? And also for injury recovery, we know that you can recover faster by doing certain types of exercises than doing other types of exercises. We are going to wrap that all together, and I will be happy to provide you more information on that.

[The information referred to can be found in the Appendix on page 107.]

Ms. TSONGAS. And I appreciate that. But I do think even in that context you may also need to look at, yes, how you get that man to that place, but how you get a woman to that place, and they may be slightly different.

General Milstead.

General MILSTEAD. Well, I think an excellent example of what you are talking about is our gender-separated boot camp. We don't start teaching MOSs there. Our boot camp is about the transformation of individuals, men and women, from being a civilian to being a United States Marine.

And we have it separated for that reason, because we feel that this transformation, it goes on a separate track. It needs to be handled different, they need to be nurtured different, they need to be—they just need different steps as they go. They end up in the same place, they are United States Marines, and that is the point, then, when we begin their MOS training, and that is indeed gender-mixed.

So, you know, like the Army, I will take that for the record and come back to you on the specifics, but we are doing that when it comes to our recruit training.

[The information referred to can be found in the Appendix on page 107.]

Ms. TSONGAS. I would appreciate your followup on that.

General SACOLICK. Ma'am, I will offer, we are not doing that very well. I am a career special forces officer. I had six surgeries, and I am still broke. We need to do it better across the board. We are starting to invest serious time, effort, and money in our human performance program so we can train smarter. And we haven't, like I said, been very good at that, but we have recognized that, and we are looking at that very hard.

We have some good empirical data, though, because we have female in our formations already, our civil affairs, our MISO [Military Information Support Operations], they trained in the same facilities as their special forces soldiers at Fort Bragg, and often together. So we do have some evidence that allows us to prepare those women, but we are not there yet, ma'am.

Ms. TSONGAS. Thank you.

And I am running out of time, but I do think in the long run we want to maximize our success at this, and to put in place a training regimen that is ill suited to maximizing the success of women is not really the outcome any of us want to see. So thank you, and I yield back.

Mr. WILSON. Thank you, Ms. Tsongas.

And we proceed now to Congresswoman Jackie Walorski of Indiana.

Mrs. WALORSKI. Thank you, Mr. Chairman.

The question I have, and I have thought about this since I saw this meeting coming up today, is have you analyzed that the potential risks of sexual assault are greater by placing women in roles where mostly men serve? We have been battling this, this whole Congress, and many of my colleagues have been battling this issue for years, and we have worked in a real bipartisan way to actually do something about it as much as we can in this Congress.

But when you are talking, sir, about social integration, and Dr. Heck was asking about social integration, I am sitting here thinking the whole time, have you analyzed what is going to happen with these isolated, oftentimes—when you made the comment, sir, about, you know, sometimes they are the only Americans in the country, they are in covert missions, they are in special operations, close quarters, isolation. And we hear stories now about those things that we are trying to address. Where are you on preparing for that and what is in place?

Ms. BEYLER. Yes, ma'am. So Secretary Hagel has made it clear that there is no place in the Department for sexual assault, and we view this effort no different than any other. It requires leadership at all levels, bottom line, to ensure that sexual assault is not tolerated, condoned, or ignored in any way. And as mentioned previously, we think that expanding opportunities for women can only strengthen the All-Volunteer Force. As we go forward, the more we treat service men and women equally, the more likely they are to treat each other with respect. So again, this is no different than any other effort across the Department with regard to the issue of sexual assault.

Mrs. WALORSKI. But I guess with all due respect, this issue of sexual assault has really exposed a broken system in the military. So my question is, I mean, have you researched it? Is there analysis of it? Is there a plan? Because what is happening now doesn't work. I mean, you know, the debate here is raging, and you are sitting here as the professionals about ready to embark on a whole new frontier here. And so my question is, I mean, is there research? Is there analysis? Is there a plan? Is there something more than the military is currently doing? Because it doesn't work.

General BROMBERG. Ma'am, as far as expanded roles of women in the Service, in the Army, that is part of our cultural examination that is ongoing as we speak. It is part of the continual assessment. The whole piece on the cultural side, not just for sexual assault, but inclusive of that, with a clear focus on sexual assault is being examined in detail. We are going to look at it not just in the broad context, we are going to zero in on it in each one of these career fields.

Because some of these career fields, for example, engineers, women serve today in everything but one piece of engineer. So there are many women leaders and cadre throughout this organization. So if you open up that piece of the engineer force, we are going to examine the effect on that company and that squad, and we will make a very conscious decision as we move forward to see what we either have to do to change ourselves—and I commit to

you that to change ourselves is one piece of it—but also then to how to also train and inform and enforce as we go forward. But that is part of our second piece as we are looking at the physical piece and the cultural piece.

General MILSTEAD. And we are working very hard to eradicate this from the Service. And we have to be careful that what we do with this implementation does not go counter to that, and that raises the issue on, as you open up these additional MOSs and they remain the bar, the standard remains what the standard is, and yet you get numbers of female marines that qualify, well, no, we don't plan on dropping a single marine in here or a single marine here.

Our exception to policy program that we are doing right now, we have them in a minimum of two to three per unit. So we have got to, we are looking at that, and we are working at what is the right number, how can you ensure? You are going to have to have the leadership, you are going to have to already have officer and staff NCO female leadership in these units. So it is going to be a crawl-walk-run process, but we are looking at that to make sure that this effort doesn't go counter to the other effort that we are all working so hard on, on sexual.

Mrs. WALORSKI. Right. And what is the ratio, it might be in your documents, I apologize for not finding it, but what is the ratio of men to women, say, in the Marines?

General MILSTEAD. In the Marine Corps, 7 percent of the Marine Corps are women. And I just leave you with that 7 percent is just as important to the commandant as the other 93.

Mrs. WALORSKI. Sure, I appreciate it.

Thank you, Mr. Chairman.

Mr. WILSON. Thank you, Mrs. Walorski.

And we now proceed to Congresswoman Madeleine Bordallo of Guam.

Ms. BORDALLO. Thank you very much, Mr. Chairman.

And I want to thank the witnesses today for your testimonies and your interest in women in the military.

I know we have covered this earlier, but I would like to address Lieutenant General Bromberg about the physical assessment demands for women in the military. Are they all the same, General, in all the Services, the Army, Navy, Air Force, and Marines? Are they pretty much the requirements, physical requirements?

General BROMBERG. Ma'am, I think they are generally, for acceptance into the military they are generally about the same.

Ms. BORDALLO. Very good.

General BROMBERG. But when we get into the military occupational specialties, I think you will find variety, even with a specialty that appears the same because of how we all fight differently on the battlefield. Communication specialist requirements in an infantry unit would be different from an Air Force communications specialist.

Ms. BORDALLO. A followup question, General, then. What percentage of women are not really, you know, they are not able to stand up to the training requirements? Are there a lot of dropouts or?

General BROMBERG. Ma'am, I can't give you that right now. I will take that for the record. I know what our attrition is based upon—

Ms. BORDALLO. Right, yeah.

General BROMBERG [continuing]. Males versus females, but I don't have that with me right now. But I can get you that.

[The information referred to can be found in the Appendix on page 107.]

Ms. BORDALLO. And that goes for the other, does anybody have any information on that? Do you have quite a few women that are not able to—well, and the men, too, but I mean we are here for the women right now.

General MILSTEAD. We can take that for the record and get you attrition figures on both male and female. I mean, it is a matter of record that the female attrition rate percentage in boot camp is higher.

Ms. BORDALLO. That is right.

General MILSTEAD. But we can get you those figures for the Marine Corps on throughout the process.

[The information referred to can be found in the Appendix on page 108.]

Ms. BORDALLO. Very good. And I would also like it for the Marines, Army, Navy, and the Air Force. If I could have that. I realize that there are men also that drop out, but I do know the ratio is higher for women, and this is something maybe we should take a look at.

[The information referred to can be found in the Appendix on pages 108–109.]

Ms. BORDALLO. My other question is to Major General Sacolick. Can you address any concerns you may have with the integration of women in small, isolated career fields that typically operate in remote locations? Do you feel there are any operational risks that may be introduced if women were allowed to serve in special op roles? And what are the second and third levels of concern that we may not have addressed previously that warrant additional attention?

General SACOLICK. Ma'am, I don't know if concern is a strong word. It is something I want to look at, and it goes to unit cohesion. My personal feeling is if we can do this and we can do it right and we can integrate women into those small units that are operating in those environments, it will provide just a new dynamic, powerful enhancement to our capabilities. And this is the assumption we are proceeding. I just want to look at everything so we do it right.

So I don't know if it is a concern or not at this point. I stated before I am less concerned with the physicality of our MOSs and more concerned with the interaction at the team level. And we are just looking at it. So I don't know if it is a valid concern or not at this point, ma'am.

Ms. BORDALLO. Thank you very much.

And, Mr. Chairman, I yield back my time.

Mr. WILSON. Thank you, Ms. Bordallo.

We now proceed to Congresswoman Carol Shea-Porter of New Hampshire.

Ms. SHEA-PORTER. Thank you very much.

I am holding in my hand from the Office of the Chief of Staff Army, the general officer announcement for December 13, 2012. I am not sure how to interpret it, but there are—well, let me just read it.

“Secretary of Defense Leon E. Panetta has announced that the President has nominated the following Army competitive category colonels for promotion to the rank of brigadier general.” There are 34 names on it, and none of them are women, and I am not really sure how to interpret that. Can you do that for me, please?

General BROMBERG. Yes, ma’am. Clearly, I understand your concern, and I would like to follow up with a more detailed answer to you.

[The information referred to can be found in the Appendix on page 110.]

General BROMBERG. And clearly that is not something that we are proud of in terms of the lack of women on that list, and it is something we will work for as we improve.

Ms. SHEA-PORTER. Okay.

And would you like to comment also?

Ms. BEYLER. Again, ma’am, I don’t have the details with regard to that specific case, but I can tell you that that is one of the reasons we view this effort that we are doing now, expanding opportunities for women, can only help to enhance leadership and maybe increase leadership at the highest levels of the Department.

Ms. SHEA-PORTER. And I agree, but I do find it ironic that the rules and everything came out in January, and this is December 12th, and it seems like, you know, if somebody would have looked at this list and said maybe one. But I don’t know. I mean, there may be perfectly good reasons, but I really would appreciate it if you would get back to me and let me know what that is. I just thought that was curious.

General BROMBERG. We will follow up in great detail on that.

Ms. SHEA-PORTER. Okay. Thank you. I appreciate it.

And the other comment is that, you know that the women’s uniforms have not really been wonderful for women, and as we ask them to do more and know that they want to do more, there is a thing about the uniforms. And I am hoping that they are going to be addressing that, that problem that you have. So would either or anybody like to comment on that as well?

Ms. BEYLER. I guess what I would say is that each of the Services and SOCOM, as we mentioned, are doing thorough—we call it the DOTMLPF [Doctrine, Organization, Training, Materiel, Leadership and Education, Personnel and Facilities] analysis doctrine, everything through training and facilities and logistics as well. And so I would imagine that—I will let the Services if they want to speak more specifically to it—but again the idea is to do a full-blown analysis and to consider everything that may impact this effort.

General BROMBERG. Yes, ma’am, we are continually looking at that, and I think the most recent example is we modified the body armor for females. That was just recently rolled out, and there is several other examples. And, again, we will follow up with that.

But we have also made changes to the combat uniform as well. Continual process will go on with that.

Ms. SHEA-PORTER. Okay, thank you.

And I do have one last question. On that review board for the promotions, does that have to be unanimous? How does that work? Do you know?

General BROMBERG. Ma'am, that is a centralized selection board, and it would probably be best if we came and gave you full detail about how we do selection board. Voting members, blind votes, complete file review. I am sure all the Services have a similar process. But it is a very orderly, approved process that we go through. Total records are reviewed of those officers that are eligible, votes are made. And there are also sometimes some requirements for maybe a specific career field, such as maybe by law there is a requirement to have an acquisition officer or a lawyer or something of that nature. Those boards are very tight. And we are happy to come lay that out for you in great detail.

Ms. SHEA-PORTER. Okay. But does it have to be unanimous?

General BROMBERG. It goes by a point system, and then there is only so many that can be promoted. So you have to look at the board as a—it is not necessarily a unanimous vote, everybody has a blind vote, and when you total the score up, you have an order of merit list 1 through N, and then if you only can pick 10, it is the top 10 people on the list.

Ms. SHEA-PORTER. Okay. So for the record, the number of women on that board, two. There were quite a few people on the board who voted, and there were only two of them were women. So I just wanted to also point that out. And I appreciate your getting back to me.

General BROMBERG. Yes, ma'am, we will get back in great detail.

[The information referred to can be found in the Appendix on page 110.]

Ms. SHEA-PORTER. Thank you.

I yield back.

Mr. WILSON. Thank you, Mrs. Shea-Porter.

We now conclude with Congresswoman Loretta Sanchez of California.

Ms. SANCHEZ. Thank you, Mr. Chairman. And thank you for allowing me to sit in on this. Obviously this is an issue that I have been working for a long, long time, sitting here for 17 years on this committee. So I am excited that the Chiefs of Staff and that our former Secretary deemed that this was a good thing for the military and that we should move forward. And obviously I am one of those Members that wants to see it move forward.

And one of the reasons I think it is important that our women be allowed to be in combat if they can perform in combat is that if they are not doing the number one job of the military, which is combat, then they are probably not going to be wearing stars on their shoulders. And I think looking at the new set of Army generals reflects that combat is an important issue when people are looking—combat performance is an important issue when people are looking at moving up in these organizations, in all of these Services.

And I do believe that one of the things that Ms. Shea-Porter said that, you know, the fact that there were only two women on the panel makes a big difference. The more women we would have on there, the more likely we are—I know when I have seen, and I have looked at studies that, you know, people tend to hire in their own image. And if there is not enough women, well then we are probably not going to have enough women up in the flag officers level. So real excited to get this done.

Here is my question. I am trying to get my ideas around how you populate leadership. I understand that most of you have come to the conclusion that you don't need whatever critical mass is, but that you need a certain amount of women in the fight together and not isolated, let's say.

So if women have traditionally not had that combat role and they are more senior—and I understand that you are trying to populate senior with younger to sort of move a group through—what is the process that you will use? What are the metrics? How will you choose the women who are already in the military who will be those senior role models, mentors to the people, to the women also being selected to come in to be the initial wave, if you will, of women in combat roles? How will you all do that?

General BROMBERG. Ma'am I think the first step is that there is many levels here. First of all, in many of the combat units there is positions that are already open to women today as we removed the collocation rule from last year. So there will be a cadre that are being assigned today in these first brigade combat teams, maybe it is a signal officer, an intelligence officer or signal NCO. So we will start moving those individuals in today to start that process, and then we will later on bring in the privates, as we have mentioned earlier.

Then I think for the combat MOSs, as we make the decision to go forward, as we do with all MOSs, you have to look at what point within a career that somebody can transfer in. So maybe there is a first lieutenant who is a logistics officer that wants to be an armor officer, an artillery officer. Then we will open that up at the right time in their career, send them to training, and then send them to the unit. The advantage they will have is they will have experience as an officer earlier already, and then we will give them the training, the technical training they need to go with that skill set that is in place now. The same for noncommissioned officers.

The tipping point is, for males or females, there is a certain point where you really aren't successful no matter who you are if you transfer in too late, because you miss developmental opportunities that are essential to you being successful later on.

So those are the two methods that we will use as we go forward.

Ms. SANCHEZ. And so do you think that that will be a problem, because there is something to be said about practice makes perfect and, you know, having had those maneuvers, and all of a sudden you are coming in 3 years behind your peer group. Do you see some problems with that? How early on will you populate into the leadership to try to move that?

And if it is fairly early, how long before we see those types of leaders mature through the pipeline? I mean, how long is this going to take, I guess? I mean, you know, I am interested in that,

too, because yesterday's too long, you know, it is not fast enough for me.

General MILSTEAD. Well, since you are looking at me—

Ms. SANCHEZ. I am looking at y'all. I mean, I know you are thinking about these things.

General MILSTEAD. We are. We are thinking about this. As General Bromberg said, you know, the easiest way to get at this initially is, you know, we have those closed MOSs. For instance, let's just use tanks. You know, we don't have women tankers right now. But in a tank battalion, we can take women that are in an open MOS, logistics, administration, those sorts of things, intelligence, and move them into the tanks. And that is where we have some of ours now in our exception to policy. Build up a cadre that are there. And then if we determine that tanks is indeed a unit we want to open to women, then when we start sending those young women in there, we have got some leadership in there.

Now, this is not going to be overnight. This is going to take some time. And you are right, this has to be done smart. And I am not articulate enough to tell you how right now, but you hit on something. If you come into something 3 years behind your peers, your name is never going to end up on that list. You are behind the power curve.

And so how do we do that? In this whole endeavor, we want to set up our women for success, not for failure. And that is the tough piece, and that is the piece we are working very hard on.

Ms. SANCHEZ. Great. Anybody else want to say anything to that?

Okay. If you will indulge me just 1 second, because this is a very important question I think you are all going to get, is if we open up combat to women, these MOSs, and women can succeed in them, will all women—if we decide we want that particular woman to go over there into that MOS combat thing, is she going to have to do it or is this going to be by choice, or over time how do you see that playing itself out?

And thank you for indulging me on this, because I think it is a very—everybody's asking me this question. Who can answer that? What do you think?

General MILSTEAD. Well, for us, I will just use our exception to policy. Those 48 women officers and staff, noncommissioned officers that we have in those 19 units now, that was done through normal assignment process. That was involuntary. That is why they call them orders: You go there. And that is the way it is going to have to be. It is going to have to be the same, because it is not voluntary for the males, so it needs to be the same for all. And that is the way you will do it. That is the way you will have a level playing field and everybody will feel like they are being treated equally.

General BROMBERG. So two answers, ma'am. You volunteer to come into the military to begin with, that is the voluntary step, and then you select your MOS based upon your qualifications and what is available for that particular year, and you go in there. Once you are in that MOS, you are going to be assigned wherever the Army needs you regardless of gender. That is how we do it today and that is how we will continue to do it.

As far as reclassification, we have plenty of people to reclassify. I think there will be plenty of people. If they are interested in that

MOS, they will be able to volunteer and reclassify in there. And I think we will continue that process.

Ms. SANCHEZ. And I guess the corollary to that is, if I am a woman coming into the military new as a private or what have you and I am choosing my MOS and I definitely know I don't want to be in a combat unit, can I choose an MOS and know that for—pretty much that for the rest of my career if I decide to spend it in there, I am going to be a supply officer versus infantry, frontline-type of a person?

General BROMBERG. Once you enter the military and you are in that specialty, that is normally the specialty you stay with. And we have been blessed for years with our volunteer force, so we haven't had to make those harsh decisions. But we have had, as you have seen in Iraq and Afghanistan, we do remission people, and we will continue to remission people as the case is needed. But we generally don't change those MOSs unless we really force people into a varied situation we haven't had to face in the last several years.

But those, once you are in, as General Milstead said, you are in, you have that MOS, you can be ordered into something else or some other position if you need to. I don't see that happening in the near term, though. I think we will be fine with that.

Ms. SANCHEZ. Right.

Thank you, Mr. Chairman.

Mr. WILSON. Thank you, Ms. Sanchez. And we have a concluding question with Mrs. Davis of California.

Mrs. DAVIS. Just quickly, and you don't necessarily have to answer to this. But how early, I guess, in an individual's education do we want to think about how to inspire and how to help people to think about the options that they might have in the future? And I am referring to JROTC [Junior Reserve Officers' Training Corps], partnering with sports and athletics, and how women particularly begin to think about what kinds of activities they could be involved in.

We often say with women in politics, but even in other fields, you can't be what you can't see. And I think that there is an element of this. And a lot of young men, of course, learn through JRTC what their options might be. And I don't know whether we know anything more today about how we provide that pipeline from JRTC for women going into the Service as in other specialties.

And, of course, going back and looking at, just as you said, women who are already part of a support team that have moved into more than support today in Afghanistan and Iraq, you know, is there anything that we know about what helped them to get to where they are and anything that we should learn from that.

Thank you.

Mr. WILSON. Thank you very much, Ms. Davis.

And Ms. Shea-Porter had a concluding question.

Ms. SHEA-PORTER. Thank you.

I just want to urge all of you to make sure that when you move these women into these combat roles, that we don't make the mistake of isolating them. We have seen women that are just alone. And, you know, I have talked about the band of brothers, and there is no such thing as a band of sister. We should be thinking the same way to help provide them the supports.

And I also would like to thank all of you for working so hard on this. I do appreciate it. And I yield back.

Mr. WILSON. Thank you, Ms. Shea-Porter.

As we conclude, I want to thank each of you for your service and your obvious dedication. I particularly am grateful. I represent Fort Jackson with the new recruits, I have represented Parris Island. I have seen the young people, the opportunities where they come in, I have gone to the graduations. It is just heartwarming to see opportunity provided, people transformed. It is awesome to see young people speaking with their family members, saying, it is me, it really is me."

So thank you for what you do. And I just look at military service, as a veteran, as the proud dad of four people serving in the military today, it is a great opportunity. Thank you.

And at this time, we shall be adjourned.

[Whereupon, at 4:16 p.m., the subcommittee was adjourned.]

A P P E N D I X

JULY 24, 2013

PREPARED STATEMENTS SUBMITTED FOR THE RECORD

JULY 24, 2013

Statement of Hon. Joe Wilson
Chairman, House Subcommittee on Military Personnel
Hearing on
Women in Service Reviews
July 24, 2013

Over the last decade women have served exceptionally in many positions in combat. The decision by the Secretary of Defense in January to rescind the direct ground combat exclusion policy has established a new dynamic—all positions are open to women, unless the military services are granted an exception to policy. In June, the Secretary of Defense released those implementation plans, which envision full implementation of the new policy by January 2016. Between now and then, the military services and U.S. Special Operations Command will develop the substantive basis for implementation. As is clear from the plans, implementation of the new policy will be incremental, with previously closed units and occupational specialties being opened as gender-neutral performance standards are validated, other issues related to the integration are addressed, and congressional notifications are completed. Implementation of decisions about Army and Marine Corps direct ground combat units (infantry, armor, artillery), as well as specialties controlled by the Special Operations Command, will take place later in the process. The Secretary of Defense has made clear that standards will not be lowered, and that they will be applied on a gender-neutral basis. That's a key commitment to the success of inclusion efforts.

Statement of Hon. Susan A. Davis
Ranking Member, House Subcommittee on Military
Personnel
Hearing on
Women in Service Reviews
July 24, 2013

Mr. Chairman, I would also like to welcome our witnesses. Thank you all for being here with us.

In January, then-Secretary of Defense Panetta announced that the direct ground combat policy that prohibited women from serving in ground combat units was being rescinded. As part of that announcement, the Services were to provide the Secretary with plans on how they would proceed to implement women into ground combat units and positions. The plans were to be provided to the Secretary by May 15th, and focused on how the Services would open all positions to women by January 1, 2016.

I am very pleased that the Secretary rescinded the policy to allow women to serve in all units and positions, including ground combat. Women have served with distinction, including under combat conditions, in today's All-Volunteer Force, and the conflicts in Iraq and Afghanistan have proven that future conflicts put all those who serve on the battlefield under the same threat. Opening positions and units to women to ensure that the best qualified are chosen, not based solely on gender, but on capabilities and experience will help to ensure that our military remains the best in the world.

Establishing criteria based on the functions and responsibilities of each position will help to ensure that the most qualified will serve. Women want to ensure that they have equal opportunities to serve and excel into higher leadership positions and not be held back because they are prohibited from serving in specific fields. They do not want the rules and requirements to be different because they are women. What they want is a fair and open opportunity. The elimination of the ground combat policy is the first step toward that equality.

I look forward to hearing from our witnesses and having an open and productive dialogue on the issues and challenges that the Services, especially Special Operations Command, may have in this effort. Thank you again for being here today.

PREPARED STATEMENT
OF
MS. JULIET BEYLER
DIRECTOR, OFFICER AND ENLISTED PERSONNEL MANAGEMENT
OFFICE OF THE UNDERSECRETARY FOR PERSONNEL AND READINESS
DEPARTMENT OF DEFENSE
BEFORE THE
HOUSE ARMED SERVICES COMMITTEE
MILITARY PERSONNEL SUBCOMMITTEE

JULY 24, 2013

INTRODUCTION

Chairman Wilson, Ranking Member Davis, distinguished members of the Subcommittee, thank you for the opportunity to discuss the Department's plan to implement the recent decision to rescind the 1994 Direct Ground Combat definition and Assignment Rule (DGCAR) and continue our efforts to eliminate all remaining gender-based barriers to military service.

Following the submission of the Department's February 2012 report to Congress on the Review of Laws, Policies and Regulations Restricting the Service of Female Members in the U.S. Armed Forces, former Secretary of Defense Panetta, in a memorandum to the Services, reiterated his commitment to remove all barriers preventing Service members from rising to the highest level of responsibility that their talents and capabilities warrant. This memorandum directed the Services to report in six months on their progress toward further reduction of gender-restrictive policies and to provide their assessment of the remaining barriers to full implementation of the Secretary's vision of allowing all Service members to serve in any capacity, based solely on their ability and qualifications.

Throughout 2012, the Services conducted studies, surveys, and interviews to determine the impact of the recent policy changes and the potential impacts of lifting the remaining gender-restrictive policies. The Services made their review of occupational standards a priority, dedicating resources toward the revalidation of job related occupational tasks and the development of physical assessment tests to guide the classification and retention of personnel into occupations and positions for which their ability and qualifications warrant. This work informed the Services regarding the best "way forward" for full implementation of the Secretary's vision.

RESCISSION OF THE DIRECT GROUND COMBAT RULE

In late 2012, after nearly two years of review and assessment, the Joint Chiefs determined the time had come to rescind the remaining elements of the 1994 DGCAR which prohibited the assignment of women into direct ground combat units below the brigade level and permitted further restrictions:

- where the Service Secretary attests that the costs of appropriate berthing and privacy arrangements are prohibitive;
- where units are engaged in long range reconnaissance operations and Special Operations Forces missions; and

- where job-related physical requirements would necessarily exclude the vast majority of women Service members.

On January 9, 2013, the Joint Chiefs of Staff unanimously recommended to the Secretary of Defense that the Department move forward with the full intent to integrate women into occupational fields to the maximum extent possible. Understanding that successful implementation would take time, the Joint Chiefs recommended several interim goals and milestones and developed five guiding principles to drive implementation. The guiding principles are:

- Ensure the success of our Nation's warfighting forces by preserving unit readiness, cohesion, and morale;
- Ensure all Service men and women are given the opportunity to succeed and are setup for success with viable career paths;
- Retain the trust and confidence of the American people to defend this Nation by promoting policies that maintain the best quality and most qualified people;
- Validate occupational performance standards, both physical and mental, for all military occupational specialties; and,
- Ensure that a sufficient cadre of midgrade/senior women enlisted and officers are assigned to commands at the point of introduction to ensure success in the long run.

On January 24, 2013, former Secretary of Defense Panetta and the Chairman of the Joint Chiefs of Staff (CJCS) eliminated the 1994 DGCDAR.

IMPLEMENTATION PLANS

In May 2013, each Military Department Secretary and the Commander, United States Special Operations Command (USSOCOM) submitted their plans detailing how they would achieve full implementation by January 1, 2016. Those plans were reviewed by both the Secretary of Defense and the CJCS. Each plan is as unique as the Services themselves; however, the implementation plans have several main items in common. Each plan describes how the Services and USSOCOM will:

- Manage the incremental opening of their positions in two general categories:
 - Currently open occupations which were previously restricted based on the unit of assignment (e.g. supply sergeant in an infantry company) and
 - Currently closed occupations (e.g. infantryman, tank crewman).

- Work with scientific and research agencies to review and validate occupational standards to ensure they are current, operationally valid, and applied on a gender-neutral basis.
- Conduct thorough doctrine, training, education, facilities, and policy analyses to ensure deliberate and responsible implementation.

Each Service and USSOCOM has identified decision points by which they will make final determinations to open occupations and positions, ~~or~~ to request an exception to policy to keep a position or occupation closed. Requests for exceptions to policy must be narrowly tailored and based on rigorous analysis of factual data regarding the knowledge, skills, and abilities needed for the position. Further, any exception must be personally approved by both the Secretary of Defense and the CJCS.

The Department will continue to integrate women into positions and occupations within the Armed Forces, to the fullest extent possible, over the next 2½ years. By January 1, 2016, the Services and USSOCOM will be on a path to opening all positions to women, or will have requested an exception to policy to keep specific occupations or positions closed. The Department will continue to inform Congress of incremental changes to Service assignment policy, and will implement changes only after the required congressional notification period has expired.

UNDERSTANDING THE CHALLENGES

The Department is proceeding in a measured, deliberate, and responsible manner to implement changes that enable Service members to serve in any capacity based on their ability and qualifications, unconstrained by gender-restrictive policies. Over time, these incremental changes will enhance the readiness and combat effectiveness of our forces. The standards will be uncompromising, established for the task of defending our Nation, and rooted in carefully analyzed requirements. Secretary Hagel is committed to this process and to creating an environment across the Department that will allow for full implementation consistent with the Joint Chiefs' guiding principles. He will continue to work closely with the CJCS to monitor and guide this effort.

We fully recognize there are, and will be, formidable obstacles to the full integration of women into traditionally closed military units and occupations – be they cultural, physical, or psychological; but, overcoming obstacles is nothing new to our military. Today's challenge is

historic in both scope and effort; and we are determined to meet that challenge, opening positions and occupations when and how it makes sense while continuing to preserve unit readiness, cohesion, and the quality of the All-Volunteer Force. As the Joint Chiefs' stated in their January 9, 2013 memorandum, "to implement these initiatives successfully and without sacrificing our warfighting capability or the trust of the American people, we will need time to get it right." Implementation over the next several years, through 2016, will be an evolutionary process. There is no doubt that we will learn much with each new step. However, by addressing issues head-on, capitalizing on lessons learned across the Department, and through open communication with Congress, we will institutionalize these important changes, integrating women into occupational fields and units in a climate where they can succeed and flourish – while ensuring our total military force remains at the peak of readiness.

CONCLUSION

The Department greatly appreciates the interest and assistance of the Armed Services Committees in achieving this vision to the benefit of all the Soldiers, Sailors, Airmen, and Marines in the service of our great Nation. The Department will continue to provide Congress with the requisite notification prior to opening additional positions or units of assignment in accordance with Title 10 U.S.C., Sec. 652, and will continue to provide the Committees with additional information and notifications as requested. Thank you for the opportunity to speak with you today on these important matters, and I look forward to your questions.



Juliet Beyler
Director, Officer and Enlisted
Personnel Management



Ms. Juliet Beyler serves as the Director of Officer & Enlisted Personnel Management, a component of the Office of the Deputy Assistant Secretary of Defense for Military Personnel Policy. She develops and oversees Department of Defense lifecycle policies and programs relating to overall management of the officer and enlisted force. She also serves as the focal point and Special Assistant to the Under Secretary of Defense for Personnel & Readiness for all general and flag officer matters.



Prior to assuming this position, Ms. Beyler served as a Senior Policy Advisor in the office of U.S. Senator Jim Webb of Virginia from 2008 to 2011 where she was responsible for liaison to the Senate Committees on Armed Services and Veterans Affairs, and for oversight of defense, veterans affairs, homeland security, intelligence, and appropriations issues.

A native of Chicago, Ms. Beyler enlisted in the United States Marine Corps in 1984 and served as an enlisted Korean Cryptologic Linguist and Intelligence Analyst for ten years prior to receiving her commission as a Combat Engineer Officer through the Marine Corps Enlisted Commissioning Education Program. Over the course of her 23-year Marine Corps career; she completed numerous deployments around the world, commanding three times and served two combat tours in Iraq as both a Commanding Officer and Engineer Battalion Operations Officer.

Ms. Beyler graduated magna cum laude from the University of Illinois at Urbana-Champaign with a degree in Economics and completed a graduate certificate program in non-profit executive management with Georgetown University. She is married to U.S. Army Lieutenant Colonel (retired) Thomas A. Seagrist and they live with their two australian shepherds.

RECORD VERSION

STATEMENT BY

LIEUTENANT GENERAL HOWARD B. BROMBERG
DEPUTY CHIEF OF STAFF, PERSONNEL
UNITED STATES ARMY

BEFORE THE

COMMITTEE ON ARMED SERVICES
UNITED STATES HOUSE OF REPRESENTATIVES

FIRST SESSION, 113TH CONGRESS

ON WOMEN IN SERVICE IMPLEMENTATION PLANS

24 JULY 2013

NOT FOR PUBLICATION UNTIL RELEASED BY THE
COMMITTEE ON ARMED SERVICES

Introduction

Chairman Wilson, Representative Davis and distinguished members of the Committee, I thank you for this opportunity to discuss the Women in Service Review plan that is incorporated in the Army's "Soldier 2020" Implementation Plan. The "Soldier 2020" Implementation Plan reflects the effort to have greater opportunities for women and to ensure we have the best Soldiers in our future Army.

I am privileged to represent the more than one million courageous men and women in uniform who have deployed to combat over the past ten-plus years. I appreciate the opportunity to share with you and the American public, our integrated, incremental and scientific plan for expanding opportunities for all Soldiers to serve regardless of gender. I would like to take this opportunity to thank the members of this committee for your steadfast support and shared commitment in this endeavor.

Soldier 2020

The Army is committed to providing the most ready all-volunteer force, which sustains its capability to defend this great nation at home and abroad. Our goal is to integrate women leaders and Soldiers into recently opened positions and units as expeditiously as possible. We will not sacrifice warfighting capability, the trust of the Congress, or that of the American people as we seek to enhance force readiness and capability. The Army's "Soldier 2020" campaign will aid leadership in selecting the best-qualified Soldiers, regardless of gender, for each job within the Army profession; ensuring future force capability and readiness.

As we move forward in validating performance standards, both physical and mental, for all occupations, focusing first on those currently closed to female Soldiers, we may require an adjustment to our recruiting efforts, assignment processes and personnel policies. Further, we will continually assess trends and indicators as we assimilate female leaders and Soldiers into heretofore "closed units".

In order to effectively and efficiently accomplish this task, the Army's campaign is driven by four lines of effort. The first line of effort is to open "closed" positions and military

occupational specialties previously restricted to women based on the Direct Ground Combat Definition and Assignment Rule (DGCAR). The second and third lines of effort will validate occupational standards to ensure they are gender neutral and conduct the Army's gender integration study. In the fourth line of effort, the Army will coordinate with United States Special Operations Command (USSOCOM), United States Army Special Operations Command (USASOC) and the sister Services to develop a plan for integration of women in special operations and long range reconnaissance.

Underscoring the Army's commitment to the Soldier 2020 effort are several key guiding principles. Those principles will ensure our men and women are given every opportunity to succeed and are postured for viable and fulfilling career paths. Equally important is maintaining the trust and confidence of the American people in their Army's capability to defend the Nation by promoting policies to maintain the best quality and most qualified people.

The Army will expand opportunities for female leaders and Soldiers in currently open occupations throughout the Army to previously closed units and positions over the next two years. The progression of opening career fields will be both deliberate and incremental; the Army will take a two-pronged approach to increasing opportunities for women. First, we will assign women to positions that were closed based on the DGCAR, and second, we will make a decision to open occupations previously closed to women or request an exception to policy to keep occupations closed.

Assignment of Women to Previously Closed Units – Based on DGCAR

We have begun our effort to notify Congress this year to open additional positions in 133 currently open Military Occupational Specialties (MOS) across Active, Reserve and National Guard components; this equates to more than 30,000 positions that were closed to women due to DGCAR. We anticipate 12,946 Active Army; 21,217 Army National Guard; and 2,762 Army Reserve positions will open to females. We will assign female non-commissioned officers (NCOs) and officers first. After completing an assessment of the integration of NCOs and officers, then female privates through sergeants can be assigned in these units. Within the Brigade Combat Teams (BCTs),

we will assign first to maneuver battalion headquarters. After completing an assessment of the integration in these headquarters we will assign female NCOs and officers first in the companies, followed by assessment and assignment of female privates through sergeants to these units. This will ensure success by building cadre of female mentors for our most junior female Soldiers.

Expanding Occupational Specialty Opportunities

Training and Doctrine Command (TRADOC) is one of several commands supporting the Army's plan to integrate women into previously closed occupations and units. TRADOC is leading two major efforts supporting the Soldier 2020 effort: (1) Review and validation of physical occupational physical requirements; and (2) Execution of an institutional and cultural study. TRADOC began scientific validation of occupational standards last year, focusing first on closed occupations. The purpose of TRADOC's efforts is to ensure success – both at the organization level and with individual Soldiers.

The Army currently assesses general recruit physical capabilities early in basic combat training. Our long term goal is to have a predictive test, similar to the Armed Services Vocational Aptitude Battery (ASVAB), but for physical occupational standards. Our current phased approach will ensure we develop and implement a tool that will enable men and women to enter specialties that meet their physical capabilities. This effort spans five phases through the end of 2015: TRADOC is currently in Phase I. Phase II is scheduled to begin in August 2013. All Soldiers, regardless of gender or grade, must meet specified physical standards to be awarded course completion and the award of a specialty. We also have a goal of validating physical occupational requirements based on a Soldier's progression through a specialty. These differ from the physical requirements associated with newly trained Soldiers. Soldiers typically meet their full physical potential through subsequent individual and collective training in the operational force.

- Phase I: Initial tasks / physical requirements for each occupation identified and validated.

- Phase II: U.S. Army Research Institute of Environmental Medicine (USARIEM) independently and scientifically evaluates and validates initial data (begins in August 2013).
- Phase III: USARIEM verifies and refines tasks / requirements through focus groups and job analysis questionnaires for all Soldiers in an occupation.
- Phase IV: USARIEM develops task simulations that simulate the most demanding physical tasks for each occupational specialty. Predictive tests will be identified that will minimize "skill" and focus on physical capability requirements; predictive tests vetted and evaluated for accuracy and validity.

Once scientific studies are complete, the Army will develop and test a predictive physical occupational ability test. This test will enable Army leaders to recommend where prospective applicants may best serve based on their abilities and capabilities. Our intent is to place Soldiers in occupational fields where they are best suited to succeed physically. We also think this will reduce injuries while increasing Soldiers' job satisfaction. We are still in the assessment and evaluation phase of this study. We will complete further research to determine when to administer this test.

Once these occupational accession standards are validated, we will apply them gender neutrally as we open occupations in a deliberate manner according to a centralized plan that accounts for the cultural and institutional factors. TRADOC has initiated the Gender Integration Study that is identifying cultural and institutional issues that can impact the successful integration of women into new opportunities. We anticipate that once all studies and assessments have been completed, we may be able to open approximately 193,000 closed positions within 14 occupational specialties. Specifically, those closed positions represent approximately 117,000 Active Army; 71,592 Army National Guard; and 5,405 Army Reserve positions. Our planned decision points for closed occupations begins with combat engineer in spring 2014, followed by field artillery specialties - cannon crewmember, field artillery automated tactical data system specialist and fire support specialist remain in spring 2015, followed by armor and infantry in the late summer of 2015.

The second and equally important facet to effectively expanding occupational specialty opportunities to women is the execution of an institutional and cultural study. TRADOC Analysis Center (TRAC) is conducting a study of institutional and cultural factors associated with integration of women into previously closed occupations and units. The gender integration study draws upon literature review, surveys, focus groups, interviews, and process mapping to identify potential factors affecting integration. TRAC is also engaging Soldiers and leaders throughout the Army to ensure that their perspectives are evaluated. This study was initiated in January 2013.

The TRAC study process involves critical reviews by academia and retired senior Army leaders and collaboration with sister analytical agencies. The study has a dual focus - both institutional and operational. The analysis will study current policy, processes, and procedures within the institutional Army that may pertain to integration. Concurrently, focus groups and interview sessions with operational unit leaders will identify factors important to the force. The study will then evaluate potential strategies for implementation within the Army.

Achieving Successful Integration

The key to women and men achieving their maximum capability is successful integration at all levels. The Army has developed a deliberate and focused approach to achieve that endstate. The process of assigning women in open occupational specialties in formerly closed units is to build a foundation of leaders before we open any closed occupation. This will ensure we have sufficient women to serve as mentors as more junior females complete the training and are awarded these previously closed specialties. For example, combat engineers, 12B, will be first in the validation process, as a good portion of the branch is already gender-integrated and maintains a large population of women officers and non-commissioned officers. All MOSs from 12C, Bridge Crewmember, through 12W, Carpentry and Masonry Specialist, (Engineer specialties) are already open to women, and many have similar tasks and capabilities as combat engineers. Male and female Soldiers already conduct integrated training for engineer specialties, completing many of the same physical requirements. Field artillery will be next, as this branch also

has women, but fewer than the engineers. Field artillery also already has women cadre, who will shape the cultural environment to help ensure success.

As the Army opens an occupation, women will attend the basic officer leadership course and be assigned to the units prior to more junior females, who will attend advanced individual training before assignment. Female lieutenants will be encouraged to request branch transfer to enter these career fields. Female sergeants and staff sergeants will be encouraged to request reclassification into newly opened occupations assuming they meet the physical requirements.

Closing Comments

The Army of the Future will require more mental agility, teamwork and resilience from all Soldiers. The 'Soldier 2020' Implementation Plan reflects our effort to ensure we maintain the world's premiere landpower, ready and capable to defend this great nation at home and abroad. I assure the members of this committee that your Army's senior leaders remain focused on creating a climate of trust and respect in which every person is able to thrive and achieve their full potential and enjoy viable career paths, regardless of gender.

Mr. Chairman, members of the subcommittee, I thank you again for your steadfast and generous support of the outstanding men and women of the United States Army, Army Civilians and their Families. I look forward to your questions.

Lieutenant General Howard B. Bromberg
U.S. Army Deputy Chief of Staff, G-1



Lieutenant General Howard B. Bromberg became the U.S. Army's 46th Deputy Chief of Staff, G-1 on July 21, 2012. He is responsible for developing, managing, and executing manpower and personnel plans, programs, and policies for the total Army. Prior to this assignment, he served as the Deputy Commanding General/Chief of Staff, U.S. Army Forces Command.

Lieutenant General Bromberg hails from California and was commissioned as an Air Defense Artillery officer in the U.S. Army upon graduation from the University of California at Davis in 1977. He holds a bachelor's degree in Agricultural Economics and Management. Throughout his career, Lieutenant General Bromberg has served in Army units in the United States, Germany, Korea and Southwest Asia. He has commanded at every level in the air defense community from platoon to installation.

Lieutenant General Bromberg's command assignments include Commanding General, Fort Bliss, Texas; Commanding General, 32d Army Air Missile Defense Command, Fort Bliss, Texas, while serving in Operation ENDURING FREEDOM, Operation IRAQI FREEDOM, Saudi Arabia, Kuwait and Iraq; Commander 11th Air Defense Artillery Brigade, Third Army; Commander 1st Battalion, 43d Air Defense Artillery, Eighth Army, Republic of Korea; Commander, A Battery, 6th Battalion, 52d Air Defense Artillery, Germany.

Lieutenant General Bromberg's principal staff assignments include Chief of Staff, U.S. Strategic Command, Offutt Air Force Base, Nebraska; Deputy Director, Force Protection/Director, Joint Theater Air and Missile Defense Organization, J-8, The Joint Staff, Washington, DC; Director of Enlisted Personnel Management Directorate, U.S. Army Human Resources Command, Alexandria, VA.; Operations Officer (S-3)/Executive Officer (XO), 2d Battalion, 43d Air Defense Artillery, Germany and Operation DESERT SHIELD/STORM, Saudi Arabia; Operations Officer, Defense Branch, J-3, The Joint Staff, Washington DC; Chief, HAWK Operational Readiness Evaluation Team, 32d Army Air Missile Defense Command, Germany; and Platoon Leader, D Battery, 6th Battalion, 52d Air Defense Artillery, Germany.

Lieutenant General Bromberg's decorations and awards include the Distinguished Service Medal (with two Oak Leaf Clusters), Defense Superior Service Medal (with Oak Leaf Cluster), the Legion of Merit (with three Oak Leaf Clusters), Bronze Star, Purple Heart, Defense Meritorious Service Medal, Meritorious Service Medal (with three Oak Leaf Clusters), Army Commendation Medal (with two Oak Leaf Clusters), Joint Service Achievement Medal, Army Achievement Medal (with Oak Leaf Cluster), Parachutist Badge, Joint Chiefs of Staff Identification Badge and the Army Staff Identification Badge.

Lieutenant General Bromberg is married. He and his wife have two daughters.

NOT PUBLIC UNTIL RELEASED BY THE
HOUSE ARMED SERVICES COMMITTEE

STATEMENT
OF
LIEUTENANT GENERAL ROBERT E. MILSTEAD, JR.
DEPUTY COMMANDANT FOR MANPOWER & RESERVE AFFAIRS
UNITED STATES MARINE CORPS
BEFORE THE
SUBCOMMITTEE ON MILITARY PERSONNEL
OF THE
HOUSE ARMED SERVICES COMMITTEE
CONCERNING
WOMEN IN SERVICE RESTRICTIONS REVIEW IMPLEMENTATION PLANS
ON
JULY 24, 2013

NOT PUBLIC UNTIL RELEASED BY THE
HOUSE ARMED SERVICES COMMITTEE

Introduction

Chairman Wilson, Ranking Member Davis, and distinguished Members of the Subcommittee, on behalf of your Marine Corps, I would like to thank you for inviting me here today to discuss the issue of women in the service. We are grateful for your continued, active engagement in ensuring all Marines have equal opportunity to excel to their fullest potential.

Your Marines are our most precious commodity. We strive to treat all equally, without preference to one's gender, race, religious beliefs, or national origin. Previous policies restricted one segment of our Marine Corps, the female Marines. Those policies have been rescinded by the Secretary of Defense. As tempting as it may sound to some, opening all military occupational specialties and positions across the Marine Corps immediately could have harmful unintended consequences. We must carefully review the requirements for each specialty and position.

If we assign Marines, either male or female, where they are not capable of performing the required tasks, the unit's readiness could suffer. Similarly, the Marine would not be set up for success and may succumb to physical injuries or may face administrative repercussions due to inability to perform. None of these scenarios would enhance our Nation's security. We must place our Marines in positions where they can succeed and contribute to the common goal.

Our Implementation Plan takes a deliberate, measured, and responsible approach. We will validate our occupational performance standards and develop a screening mechanism to assist in determining which occupational specialties are best suited for individual Marines desiring to serve in the Ground Combat Element. As our Corps moves forward with this two pillar process, our focus will remain on combat readiness and generating combat-ready units.

Pillar One: Opening Closed Military Occupational Specialties

The Marine Corps has 335 Primary Military Occupational Specialties, of which 31 are closed to female Marines. We have validated the occupational standards for each primary MOS, ensuring that the standards are task-based without regard to gender. Although the Physical Fitness Test, Combat Fitness Test, and Obstacle Course have gender-normed scoring, they are not tied to occupational standards.

As you may be aware, we opened our Infantry Officer Course to volunteer female officers graduating from The Basic School. Since April 2012, 194 female student lieutenants have been afforded the opportunity to voluntarily participate in this research effort and six have participated. None of the six have successfully completed the course.

We will review all available data, both internal and external to the Marine Corps. Lessons learned from other nations conducting similar efforts to integrate females into combat arms will be incorporated when formulating our recommendations. Based on decision rendered from our recommendations, we will set the conditions for successful integration as warranted.

We will ensure there is mid to senior level female leadership at those units which were previously closed to females. This female cadre will serve in their open military occupational specialties. We will also provide education to the female Marines as well as to the members of the newly opened units where female Marines will be assigned. Recruiters will be trained on how to administer the physical screening test. Additionally we will ensure there are appropriate facilities at any newly opened MOS schools and units to ensure adequate privacy for all Marines.

When conditions are set for opening military occupational specialties, we will then open those approved specialties in a sequence that continues to enhance combat readiness and

generate combat-ready units. Although it is too early to determine which additional specialties may be opened, our implementation plan lays out a proposed sequence.

Pillar Two: Opening Closed Units

We began this effort last year with an “Exception to Policy” under the now rescinded 1994 Direct Ground Combat Definition and Assignment Rule. We opened 371 positions to female officers and staff noncommissioned officers in 19 units associated with the ground combat element. We recently opened another 36 positions in three additional units. Our implementation plan lays out a proposed timeline to open more positions in these units as well as open additional closed units. Currently, we have 48 female Marines assigned to these positions. Periodically, we receive assessments from these Marines on challenges faced as well as assessments from the Commanders and Senior Enlisted Advisors from these units.

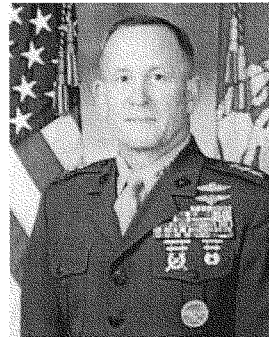
Conclusion

The Commandant and the entire Marine Corps are dedicated to maintaining the highest levels of combat readiness and capitalizing upon every opportunity to enhance our warfighting capabilities and the contributions of every Marine; it’s simply the right thing to do. Taking care of Marines is fundamental to our ethos and serves as the foundation of our resolve to do whatever it takes to provide the opportunity for every Marine to realize his or her potential. The talent pool from which we select our finest warfighters will consist of all qualified individuals, regardless of gender.

Thank you again for your concern on this very important issue.

Lieutenant General Robert E. Milstead, Jr.
Deputy Commandant, Manpower & Reserve Affairs/Commanding
General, Marine Corps Recruiting Command

Lieutenant General Robert E. Milstead, Jr., was born at Fort Sam Houston, Texas, on 10 November 1951, the son of a career Air Force Officer. He graduated with a B.A. in English from the University of Houston in 1974 and was commissioned a Second Lieutenant in March 1975. Upon graduation from the Basic School, he reported to NAS Pensacola, Florida, and was designated a Naval Aviator in September 1976.



Assigned to Marine Aircraft Group 39 at Camp Pendleton, Second Lieutenant Milstead joined HMA-169 flying the AH-1 Cobra helicopter. In June 1981, Captain Milstead was transferred to Separate Brigade Platoon, 2nd ANGLICO at Camp Pendleton where he served two years as the S-3 Officer. While assigned to 2nd ANGLICO, he attended both the U.S. Army Pathfinder School and U.S. Army Airborne Course.

In July 1986, Major Milstead was transferred to Quantico, Virginia, to attend the Marine Corps Command and Staff College. Graduating with honors, he was reassigned to The Basic School. In September 1990, he reported to MAG-36 on Okinawa as the S-3A/Plans Officer. During this tour, he deployed to Turkey and Northern Iraq as the Executive Officer of SPMAGTF 1-91 during Operation Provide Comfort.

Transferred to 3d MAW (FWD) at El Toro in June 1992, Lieutenant Colonel Milstead served as the Plans Officer and later as the 3d MAW Liaison Officer to MARFOR Somalia during Operation Restore Hope. He returned to MAG-39 in May 1993 and was assigned to HMLA-169 as the Executive Officer. He became the Commanding Officer of the HMLA-169 Vipers on 22 November 1994.

Relinquishing command in June 1996, he was transferred to Washington, DC to attend the National War College. Graduating with a Master of Science in National Security Strategy, Colonel Milstead was assigned to Headquarters, U.S. Marine Corps, as the Head of the Aviation Weapons Systems Requirements Branch (APW) in the Department of Aviation. In July 1999, he was reassigned within the Pentagon for joint duty in the Office of the Under Secretary of Defense for Acquisition, Technology and Logistics, Strategic and Tactical Systems, Land Warfare.

In May 2001, Colonel Milstead assumed command of Marine Aircraft Group 29 at New River, North Carolina. During this command tour, the MAG-29 War Eagles deployed and participated in combat operations during Operation Iraqi Freedom. He relinquished command in August 2003, and was reassigned to Camp Lejeune as Chief of Staff, 4th Marine Expeditionary Brigade (Anti-Terrorism). In September, 2004 Colonel Milstead was reassigned to 2d Marine Aircraft

Wing at Cherry Point as Commander, 2d MAW (Fwd) for deployment to Iraq. He was promoted to Brigadier General in Iraq on 17 February, 2005. 2d MAW (Fwd) returned to Cherry Point in February 2006. From March until June 2006, he served as the Commanding General, 2d Marine Aircraft Wing, prior to transferring to Headquarters, U.S. Marine Corps for assignment as the Director, Marine Corps Public Affairs. In May 2008, he was transferred to Quantico, Virginia and served as the Commanding General, Marine Corps Recruiting Command. In December 2010, Lieutenant General Milstead was appointed to his present grade and assumed the duties as Deputy Commandant, Manpower and Reserve Affairs, Quantico, VA.

Lieutenant General Milstead's personal decorations include the Defense Superior Service Medal, Legion of Merit with two gold stars in lieu of second and third awards with the Combat V, Meritorious Service Medal, Air Medal with 6 Strike/Flight Awards, Joint Service Commendation Medal, and the Navy Commendation Medal. Lieutenant General Milstead is happily married. He and his wife have four children and two grandchildren.

PREPARED STATEMENT
OF
MAJOR GENERAL BENNET SACOLICK
DIRECTOR, FORCE MANAGEMENT AND DEVELOPMENT
U.S. SPECIAL OPERATIONS COMMAND
BEFORE THE
HOUSE ARMED SERVICES COMMITTEE
MILITARY PERSONNEL SUBCOMMITTEE

JULY 24, 2013

Admiral McRaven fully supports the decision to eliminate the Direct Ground Combat Definition and Assignment Rule. Women have been attached to our combat units for several years as members of Cultural Support Teams, Civil Affairs, Military Information Support Teams, Intelligence Support, and a host of other occupational specialties. They have performed magnificently!

The question for USSOCOM and focus of our analysis is whether we can combine women into those Special Operations units whose occupation often requires deploying in small self-contained teams for long periods of time in austere, geographically isolated locations. Many of these units deploy in close proximity to or behind enemy lines as they live and work in very close quarters with each other. Can we achieve this level of integration while preserving our unit readiness, cohesion, and morale?

The scope of our analysis will focus on the special operators in eight SOF-specific occupational specialties ultimately providing a single, consistent procedure for execution throughout the USSOCOM enterprise. Once the studies are complete and the facts and data are collected, the USSOCOM Commander, in conjunction with the Service Chiefs will make a recommendation via the Chairman to the Secretary of Defense.

The eight SOF-specific occupational specialties are:

- Army Special Forces as well as the Infantry positions assigned to the Ranger Regiment
- Navy SEALs and Special Warfare Combatant-craft Crewmen
- Marine Critical Skills Operators
- Air Force Special Tactics Officers, Combat Controllers, and Special Operations Weather Personnel.

We will also examine 46 additional occupational specialties that are not SOF-specific, but are assigned to our formations. This analysis will require close coordination with the Services before a decision is made.

Our assessment will focus on three independent, yet mutually supporting efforts:

Our subordinate Components, U.S. Army Special Operations Command, Navy Special Warfare Command, Air Force Special Operations Command, and Marine Corps Forces Special Operations Command, are in the process of conducting thorough reviews focusing on Organization, Training, Education and Leader Development programs, inclusive of a recommendation to generate sufficient numbers of qualified Officers and Senior NCOs to facilitate and compliment integration. These reviews will include an evaluation of all performance standards.

In the Special Operations community, we maintain that our SOF standards have always been occupationally specific, operationally relevant and gender-neutral. They are just “the standard.” Our review will be a good opportunity to verify this assumption. We will look at every single task in each of our entry-level qualification courses to ensure they are decisively tied to an operational requirement.

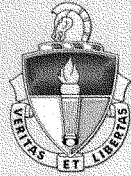
We commissioned RAND to survey the social-behavioral aspects of integration and the potential consequences of integration on the effective functioning of small teams. Our concerns about integration generally center upon the impact on unit cohesion. These concerns include both social cohesion, which refers to the extent team members feel emotionally bonded with each other, and task cohesion, which refers to the mutual commitment among the individual team members in achieving the group objective. Unit cohesion is strongly linked to high performing Special Operations Teams.

We have also tasked RAND to provide a non-biased third party analysis of our qualification course standards as well as assistance in designing a comprehensive survey for every single SOF operator in order to assist us in first identifying and then eliminating barriers to integration.

Our implementation plan has only a handful of significant milestones. Our assessment phase will be accomplished by July, 2014. By that date, the Component reviews and RAND studies will be complete. We will then spend the following year examining those results and develop

our strategy. By July 2015, Commander of SOCOM will provide his recommendation, in conjunction with the Service Chiefs, to the Secretary of Defense for a January 1, 2016 implementation. Over the next two years, we will continue to work with the Services to incrementally open enabler and support positions.

I want to reiterate that we are not predisposed to any particular course of action, and at this time absolutely no decisions have been made regarding integration. We are, however, committed to maintaining the highest standards and delivering the most qualified SOF operators in support of our Nation, regardless of gender.



U.S. ARMY JOHN F. KENNEDY
SPECIAL WARFARE CENTER AND SCHOOL

MAJOR GENERAL BENNET S. SACOLICK Commanding General

Assumed command on August 17, 2010

Major General Bennet S. Sacolick assumed command of the U.S. Army John F. Kennedy Special Warfare Center and School on August 17, 2010. Sacolick enlisted in the United States Army in 1981 and was assigned to 2nd Ranger Battalion prior to attending Officer Candidate School. He was commissioned as an Infantry Officer in June 1982. His military education is consistent with that of a career Special Forces officer and includes a master's degree from Central Michigan University and an Army Fellowship at the Central Intelligence Agency.

MG Sacolick has commanded special-operations forces at the detachment, troop, squadron, group and task-force level. He has had various staff assignments to include chief of current operations at the Joint Special Operations Command and the Deputy Director for Defense at the CIA's Counter Terrorism Center. He has completed tours with 1st Battalion, 509th Airborne Battalion Combat Team in Vicenza, Italy; 3rd Battalion, 7th Special Forces Group (Airborne) in Panama; Military Advisor in El Salvador; and more than 12 years in 1st Special Forces Operational Detachment - Delta, culminating as both the unit and task force commander during Operation Iraqi Freedom.

MG Sacolick has participated in combat operations in El Salvador, Peru, Colombia and named operations: Just Cause, Desert Storm, Task Force Ranger, Joint Endeavor, Enduring Freedom and Iraqi Freedom.



- VERITAS ET LIBERTAS -

NOT FOR PUBLICATION UNTIL
RELEASED BY THE HOUSE
ARMED SERVICES COMMITTEE

STATEMENT OF

REAR ADMIRAL BARBARA W. SWEREDOSKI

RESERVE DEPUTY

MILITARY PERSONNEL PLANS AND POLICY

BEFORE THE

MILITARY PERSONNEL SUBCOMMITTEE

OF THE

HOUSE ARMED SERVICES COMMITTEE

ON

WOMEN IN SERVICE IMPLEMENTATION

24 JULY 2013

NOT FOR PUBLICATION
UNTIL RELEASED BY THE
HOUSE ARMED SERVICES COMMITTEE

Chairman Wilson, Ranking Member Davis, and distinguished members of the Committee, thank you for holding this hearing and for affording me the opportunity to testify on how the Navy is implementing the women in service plan.

Navy's plan is a continuation of our efforts over the past 19 years to steadily expand opportunities for women. Talented female Officers, Sailors, and Civilians are a key component of our All-Volunteer Total Force, and they are an invaluable asset to the strength of our Navy. In 1994, following the repeal of the combat exclusion law, women began serving on combatant ships and in combatant aircraft. In the past two years, we have started assigning women officers to submarines. We have also been assigning women to elements of our Coastal Riverine Forces for the past four years. Navy is fully committed to equal professional opportunities for all uniformed personnel. Currently, over 88% of all Navy billets are open to females, a result of deliberate and steady review and expansion of opportunities for females. After submitting our intent to the Office of the Secretary of Defense for Congressional notification, Navy will continue our expansion of opportunity in a thoughtful and deliberate manner. Our goal is to continue to ensure all men and women in the Department of the Navy have the opportunity to succeed and are set up for success with viable career paths while preserving our warfighting capability.

Navy's Implementation Plan

Navy is committed to removing barriers that prevent service members from serving in any capacity based on their abilities and qualifications, and not constrained by gender restrictive policies. Navy will open positions as expeditiously as possible while maintaining our high standards to preserve the quality of the force as well as considering good order and judicious use of fiscal resources. Navy's implementation plan addressed all positions currently closed to the assignment of women. Navy expects to have no closed occupations, very limited numbers of closed

positions, and equal professional opportunity for females in every officer designator and enlisted rating by 2016.

Opening positions to a wider pool of skilled personnel maximizes military capabilities, provides a greater pool of qualified members from which to draw, and reduces the operational tempo for those currently deploying. This approach will ensure we continue to maintain a high state of readiness and preserve the quality of our All-Volunteer Force. The DoD and Navy's goal is to ensure that the mission is met with the best-qualified and most capable people, regardless of gender.

Service women are currently assigned to billets commensurate with their capabilities to the maximum extent practicable and allowable. Regardless of mission, women are permanently assigned to nearly all types of ships, aviation squadrons, afloat staffs, Naval Construction Force units, and certain submarine platforms. If we find that the assignment of women to specific positions or occupational specialties is in conflict with DoD's guiding principles, exceptions to policy will be requested, which will prohibit their assignment to certain jobs. Navy works to ensure senior women are assigned to platforms before assigning junior women in order to provide leadership, mentorship, and support.

We have been successful in recruiting women into the Navy. Among recruits with no prior military service: over 21% have been women in each of the last five years, and over 23% since fiscal year 2011. Since 2009, more women have entered the naval service each year; we are on track to recruit about 9,600 women this fiscal year, nearly 1,300 more women than last fiscal year and more than any year in the last decade. Regardless of gender, Navy weighs Force needs and an applicant's interest and aptitude when assigning a career field. As we open new career fields and recruit higher numbers of women into the Navy, we are taking into account overall female

propensity to serve in the military, which is lower than male propensity to serve, and the percentage of women in the civilian job market in each individual career field.

Navy continues to restrict positions currently closed to the assignment of women based on privacy and berthing requirements until appropriate arrangements can be made to accommodate these requirements. Navy will continue to assign women to afloat units as technical changes and modifications for reasonable female privacy and appropriate female berthing arrangements are completed, as female officer and enlisted leadership assignments can be implemented, and as ships' schedules permit.

Specifically, our implementation plan addresses the Coastal Riverine Force, Navy Positions assigned to Marine Corps Ground Combat Elements, Special Operations occupations, and females serving on submarines and surface ships.

Riverines

Navy intends to submit to the Office of the Secretary of Defense for Congressional notification, our intent to open Coastal Riverine Force small craft to female officers and enlisted. These small craft have a primary mission of engaging in direct ground combat. Upon approval, there will be no restrictions to the assignment of females in the Coastal Riverine Force.

Women have historically been members of Maritime Expeditionary Security Force (MESF) boat crews, deployed to the Arabian Gulf conducting force protection missions (harbor defense, high value asset escort). The Coastal Riverine Force is predominantly composed of former MESF personnel following the merger with the Coastal Riverine Force in June 2012. Physically and mentally, there is no difference in the performance level required to be a crew member on a boat conducting harbor defense overseas or a riverine mission. Women have consistently demonstrated

the ability to be successful boat crew members in the MESF, and are equally capable of serving on boats conducting riverine missions.

Women are restricted from assignment to Riverine boat crews, which consist of Riverine Command Boat, Riverine Assault Boat, Riverine Patrol Boat, and the embarked Riverine Security Teams. Women are permitted to be detailed to all other billets within the Coastal Riverine Force.

Following the requisite Congressional notification process, and women's assignment to the Coastal Riverine Force, women will be able to fill any Coastal Riverine Force boat crew position. These positions are outlined in Appendix A, Table 1.

Officers assigned to the Coastal Riverine Force are responsible for leading and managing platoon and company size Coastal Riverine elements. Platoons in the Coastal Riverine Force are comprised of approximately 65 personnel, and companies are approximately 125 personnel. Officers are also responsible for conducting mission planning and execution. Specific enlisted ratings and occupations open to the assignment of women in the Coastal Riverine Force are outlined in Appendix A, Table 2.

Navy will continue to review and validate occupational standards. Integrating women into the currently restricted boat crews will not create new occupations (ratings). The ratings that will be part of the boat crews are already open to women.

Marine Corps Ground Combat Elements

As coordinated with the Marine Corps, Navy intends to assign females to Ground Combat Elements as positions are opened by the Marine Corps. Navy personnel will adhere to Marine Corps occupational standards where applicable. Navy personnel include medical officers, chaplains, and surface warfare officers, submarine officers, and aviators serving as Naval Gunfire Liaison Officers; enlisted hospital corpsmen; and religious personnel. As positions are opened,

Navy is participating in surveys and participant questionnaires published through the Marine Corps to assess integration success and gather lessons learned.

United States Special Operations Command

As coordinated with US Special Operations Command, Navy and Navy Special Warfare Command intend to follow the US Special Operations Command-developed integrated timeline for the potential integration of females into Special Operations, with Congressional notification for Naval Special Warfare integration planned for July 2015. US Special Operations Command will conduct specific research and analysis on the impact of integrating women into small, elite teams that operate in remote, austere environments. They will also contract for an independent, non-biased analysis. These assessments will be completed no later than July 1, 2014. Navy will continue to partner with USSOCOM and other Services to proceed with a deliberate, measured, responsible way to assign women to currently closed positions across Services and Joint positions as assessments are completed.

Currently, female officers are restricted from Sea, Air, Land (SEAL) Officer, Limited Duty Officer, and Chief Warrants Officer occupations and female enlisted are restricted from the Special Warfare Boat Operator and Special Warfare Operator occupations due to Special Operations Forces missions.

Submarines

In order to maintain the best submarine force in the world, the Navy has opened opportunities to women officers on all submarine types. The integration of women has increased the talent pool and therefore, the ability to sustain submarine readiness. Mixed-gender officer crews serve on today's OHIO Class submarines, and the OHIO Replacement SSBN is being designed to support both officer and enlisted mix-gender crews. The Navy will decide no later than

March 2015 whether, in addition to service on Virginia class submarines, women officers will be assigned to Los Angeles and Seawolf class submarines.

Additionally, on May 10, 2013, the Navy, through Commander, Submarine Force stood up a task force to provide Flag level oversight for continuing the implementation of mixed-gender crews aboard SSBNs, SSGNs, and VIRGINIA Class SSNs. Specifically, the Enlisted Women in Submarines Task Force (EWSTF) will determine how the Submarine Force can best integrate enlisted females. Female enlisted have been restricted from occupations on submarines due to the prohibitive costs of appropriate berthing and privacy, restricting women from the occupations listed in Appendix A, Table 3. The task force is charged with developing a comprehensive plan of actions and milestones by January 2014 and a detailed plan no later than March 2015 for CNO review. In line with Navy's integration policy requiring the assignment of senior, warfare qualified officers prior to junior officers and enlisted, the task force will focus only on platforms already integrated with female officers, including future integration of Virginia class submarines. The task force will adhere to the Guiding Principles set forth by the Chairman, Joint Chiefs of Staff in the Secretary of Defense's 24 Jan 13 Memorandum. Additionally, all servicemen and women will be given the opportunity to succeed through viable career paths; equitable policies that maintain the best quality and more qualified Sailors in the Submarine Force will be promoted; and each ship's readiness, cohesion, and morale will be preserved.

Surface Ships

Women officers and enlisted currently serve on virtually every surface ship class in the Navy and we will continue to expand opportunity as new ships and ship classes are commissioned. Navy will decide no later than June 2014 whether to expand assignment opportunity for enlisted women to Frigates (FFGs), Mine Countermeasure Ships (MCMs), and Patrol Craft (PCs) due to

decommissioning schedules pending Congressional approval. All but one FFG is due to decommission by 2016. MCMs are due to decommission by FY 2024, and will be replaced by the Littoral Combat Ship (LCS) with Mine Warfare Mission Module. The LCS platform is open to the assignment of officer and enlisted women. PCs are due to decommission by 2024.

Conclusion

Navy remains committed to working with Congress and thanks the members of the personnel subcommittee for your continuous and unwavering commitment to support our women and men. Navy's deliberate approach to reducing gender-based barriers to women's service will provide the time necessary to continue to integrate women so they can succeed and flourish. To maintain our warfighting edge, it is essential that all of our people be diverse in experience, background, and ideas. Assignment of women to currently closed positions enhances our ability to fight and win today, while building on the ability to win tomorrow. Thank you, once again, for holding this important hearing.

APPENDIX A

Table 1. Positions in the Coastal Riverine Force that would open to the assignment of enlisted women following Congressional Notification.

Position	Description
Boat Captain	In charge of the safe navigation and tactical employment of the craft
Engineer	Responsible for monitoring and conducting repair of boat engines and associated propulsion equipment
Communications Technician	Responsible for operation and repair of electronic gear on the boat
Gunner	Responsible for operating any of a variety of Crew Served Weapons at fixed mounts on deck, or remotely operated weapons from a console in the boat cabin
Coxswain	Designated helmsman responsible for physically driving the boat
Navigators	Responsible for safely navigating the boat
Intelligence Analyst	Responsible for collection, analysis and dissemination of intelligence in support of missions and force protection
Medic	Trained medical personnel responsible for providing medical care during missions

Table 2. Ratings and occupations that would open to the assignment of women in the Coastal Riverine Force following Congressional Notification.

Rating	Description
Boatswain's Mate	Responsible for the maintenance, preservation and operation of boats
Electronic Technician	Responsible for the maintenance and operation of electronic equipment (e.g. radios, radars, navigations systems, etc)
Engineman	Responsible for the maintenance, repair and operation of engines on boats
Gunner's Mate	Responsible for maintenance of, accountability of, and operation of weapons, and manages and accounts for ammunition inventory and movement
Quartermaster	Responsible for the safe navigation of the boat in harbors, rivers and open ocean
Master-at-Arms	Responsible for providing force protection and security

	of military units
Information Systems Technician	Responsible for maintenance, operation and repair of communications systems and handling of cryptographic material
Operations Specialist	Responsible for operational planning of missions and operates unmanned air systems assigned to the Coastal Riverine Force
Construction Mechanic	Responsible for managing and maintaining a unit's inventory of Civil Engineering Support Equipment (e.g. vehicles, trailers, generators, Air Conditioning Systems (HVAC), etc.)
Equipment Operator	Operate and maintain a variety of vehicles
Intelligence Specialist	Responsible for performing collection, analysis and dissemination of intelligence in support of mission tasking and force protection
Hospital Corpsman	Responsible for providing medical treatment to injured personnel, managing medical records, providing routine and emergency care

Table 3. Ratings closed to the assignment of women on submarines due to the prohibitive costs of appropriate berthing and privacy.

Rating
Submarine Electronics Technician (Nuclear)
Submarine Electronics Technician (Navigation)
Submarine Electronics Technician (Communications)
Submarine Machinist's Mate (Nuclear)
Submarine Machinist's Mate (Auxiliary) [Auxiliaryman]
Submarine Machinist's Mates (Weapons) [Torpedoman]
Submarine Culinary Specialist
Submarine Logistics Specialist
Information Systems Technician Submarines
Missile Technician
Sonar Technician Submarines
Fire Control Technician
Submarine Yeoman
Submarine Electrician's Mate (Nuclear)
Submarine Engineering Laboratory Technicians

United States Navy **Biography**

Rear Admiral Barbara Sweredoski **Reserve Deputy, Military Personnel Plans & Policy N13R**

Rear Adm. Sweredoski is a native of Pavilion, N.Y. She is a 1985 graduate of the University of Rochester, receiving her commission through the Navy Reserve Officers Training Corps program. She has her Professional in Human Resources (PHR) Certification, has completed the Joint Professional Military Education (JPME) Phase I program and is a graduate of Reserve Component programs at National Defense University and Naval War College.

Sweredoski's first assignment was to the Office of the Chief of Naval Operations (OPNAV) at the Pentagon as an action officer in the Navy Space Systems Division, Plans and Policy Branch where she helped develop the first Navy Space Policy, monitored the Space Systems Subspecialty Program and was a liaison to the Navy and Marine Corps Astronauts.

Following her OPNAV tour, she was assigned a department head tour at the U.S. Naval Observatory, home of the vice president of the United States. As the director, Administration/Security, she was responsible for the physical security of the base working hand-in-hand with the U.S. Secret Service providing protection to the vice president.



After completing her tour of duty at the U.S. Naval Observatory in 1991, Sweredoski resigned from active duty and immediately affiliated with the Navy Reserve (NR). Her first Reserve assignment was as the exercise coordinator and administrative officer for NR Personnel Mobilization Team 906 out of Washington, D.C.

Her other Navy Reserve tours include: NR Military Sealift Command Det. 105, Southwest Asia; NR Commander in Chief, U.S. Naval Forces, Europe, Det. 205; Mobilization liaison officer for Navy & Marine Corps Reserve Center Pittsburgh; NR Navy Command Center Det. 106 and NR Naval Inspector General Det. 106 in Washington, D.C. Command tours include commanding officer, Personnel Mobilization Team C, Gulfport, Miss., and commanding officer NR CNO Management Analysis Unit directly reporting to Director Navy Staff (DNS).

Sweredoski recently served as the executive officer of NR NATO Allied Command Transformation Detachment Norfolk in Norfolk, Va. She proudly served with Navy Command Center 106 shipmates who were awarded a Meritorious Unit Commendation for actions during, and after, the Sept. 11, 2001 terrorist attacks on the Pentagon and World Trade Center. She served a three-year assignment on the Secretary of the Navy's National Navy Reserve Policy Board, and as a member of the Human Resources Executive Board.

Her awards include the Defense Meritorious Service Medal (1 award), Navy Meritorious Service Medal (4 awards), Navy and Marine Corps Commendation Medal and the Navy and Marine Corps Achievement Medal (4 awards). In addition, she was the recipient of the 2003 Naval Reserve Readiness Command Mid-Atlantic Peer Leadership Award.

DEPARTMENT OF THE AIR FORCE
PRESENTATION TO THE SUBCOMMITTEE ON MILITARY PERSONNEL
COMMITTEE ON ARMED SERVICES
UNITED STATES HOUSE OF REPRESENTATIVES

SUBJECT: WOMEN IN SERVICE REVIEW (WISR) IMPLEMENTATION PLAN

STATEMENT OF: BRIGADIER GENERAL GINA M. GROSSO
DIRECTOR OF FORCE MANAGEMENT POLICY
DEPUTY CHIEF OF STAFF MANPOWER, PERSONNEL
AND SERVICES UNITED STATES AIR FORCE

JULY 24, 2013

NOT FOR PUBLICATION UNTIL RELEASED
BY THE COMMITTEE ON ARMED SERVICES
UNITED STATES HOUSE OF REPRESENTATIVES

The Air Force initiated gender integration efforts in 1993, when it lifted restrictions against women flying fighter aircraft and immediately began assigning them to front-line combat aviation units. Today, after more than twenty years of continuous progress, more than 99 percent of the nearly 500,000 active duty, Air National Guard, and Air Force Reserve positions are open to both men and women. We are working hard to open the few positions that remain closed due to their affiliation with special operations and long range reconnaissance ground combat units in accordance with Office of the Secretary of Defense guidance. The Air Force has approximately 4,600 positions closed to women in the following seven career fields: combat control, special operations weather (officer and enlisted), pararescue, special tactics, tactical air control, and combat rescue. In close coordination with our Army and U.S. Special Operations Command (USSOCOM) counterparts, we have developed a comprehensive plan, complete with detailed tasks and timelines, that ensures we will complete the necessary steps to open all remaining positions by the January 1, 2016 deadline, while remaining consistent with guiding principles established by the Chairman of the Joint Chiefs of Staff and Secretary of Defense.

A necessary first step in removing gender barriers to our closed specialties, is validating performance standards for these physically demanding career fields to ensure that all associated physical tests and standards are both gender neutral (as required by Public Law 103-160) and occupationally relevant. To that end, we have directed our experts in Air Education and Training Command to accelerate work that has been underway for over a year to validate physical tests and standards for each of the closed specialties. This study is headed by the Air Force's Chief Exercise Physiologist, who is working in close cooperation with subject matter experts in our closed career fields, our Major Commands, U.S. Special Operations Command, RAND, and the U.S. Army to validate occupationally-relevant, operationally-specific, gender-neutral standards.

We fully expect these physical standard reviews, operational assessments, and all other prerequisites to be in place no-later-than January 2016.

In addition to a heavy emphasis on validating our occupational standards, we are also addressing a number of other critical issues that are important stepping stones to removing assignment restrictions for women seeking to join units engaged in direct ground combat such as health and welfare, training, assignment classification, and career development. Although these tasks are significant, in the end, we do not anticipate any major obstacles to opening all seven career fields by 2016, which we will in consultation with our USSOCOM and Army partners. Ultimately, the initiative to eliminate all remaining gender-based assignment restrictions will improve our readiness and the Air Force's ability to recruit and retain a qualified and diverse force.



BIOGRAPHY



UNITED STATES AIR FORCE

BRIGADIER GENERAL GINA M. GROSSO

Brig. Gen. Gina M. Grosso is the Director of Force Management Policy, Deputy Chief of Staff for Manpower, Personnel and Services, Headquarters U.S. Air Force, Washington, D.C. She is responsible for establishing force management policies for more than 675,000 Air Force military and civilian personnel. These policies guide the accession, assignment, evaluation, skills analysis and management, promotion, readiness, retraining, separation and retirement of the Air Force's human capital. Her office also oversees aspects of total force management to include contingency, mobilization, training management, and rated force policy.



General Grosso entered the Air Force in 1986 as a Reserve Officer Training Corps distinguished graduate from Carnegie-Mellon University, Pittsburgh, Pa. She has held several command and staff positions throughout her career. As a staff officer, she served as an operations analyst, personnel programs analyst, Air Staff and Office of the Secretary of Defense action officer, Major Command Director of Manpower and Personnel, and Director of the Air Force Colonel Management Office. Her command tours include a Headquarters Squadron Section, Military Personnel Flight, Mission Support Squadron, command of the Air Force's sole Basic Military Training Group, and as Joint Base and 87th Air Base Wing commander at Joint Base McGuire-Dix-Lakehurst, NJ.

EDUCATION

1986 Bachelor of Science degree in applied mathematics and industrial management, Carnegie-Mellon University, Pittsburgh, Pa.
 1992 Masters Degree in business administration, College of William and Mary, Williamsburg, Va.
 1993 Squadron Officer School, Maxwell AFB, Ala.
 1997 Air Command and Staff College, Seminar
 1999 Masters Degree in National Security and Strategic Studies, Naval Command and Staff College, Newport, R.I.
 2000 Air War College, Seminar 2004 Fellow, Weatherhead Center for International Affairs, Harvard University, Boston, Mass.

ASSIGNMENTS

1. October 1986 - October 1988, Operations Analyst, followed by Commander, Headquarters Squadron Section, 554th Range Group, Nellis AFB, Nev.
2. November 1988 - April 1992, Personnel Programs and Force Programs Analyst, Deputy Chief of Staff, Personnel, Headquarters Tactical Air Command, Langley AFB, Va.
3. May 1992 - May 1993, Executive Officer, Directorate of Personnel, Headquarters Air Combat Command, Langley AFB, Va.
4. May 1993 - July 1993, Student, Squadron Officer School, Maxwell AFB, Ala.
5. August 1993 - May 1995, Commander, Military Personnel Flight, 6th Mission Support Squadron, MacDill AFB, Fla.
6. June 1995 - January 1997, Chief, Personnel Policy, followed by Deputy Chief, Support Division, Air Force Colonel Matters Office, Pentagon, Washington D.C.
7. January 1997 - July 1998, Member, Chief of Staff of the Air Force Operations Group, Headquarters Air Force, Pentagon, Washington D.C.

8. July 1998 - July 1999, Student, Naval Command and Staff College, Newport, R.I.
9. July 1999 - July 2001, Commander, 51st Mission Support Squadron, Osan Air Base, South Korea
10. July 2001 - May 2002, Assistant Director, Enlisted Plans and Policy, Office of the Secretary of Defense, the Pentagon, Washington D.C.
11. May 2002 - July 2003, Military Assistant, Deputy Under Secretary of Defense for Military Personnel Policy, Pentagon, Washington D.C.
12. July 2003 - July 2004, Fellow, Weatherhead Center for International Affairs, Harvard University, Boston, Mass.
13. July 2004 - July 2006, Commander, 737th Training Group, Lackland AFB, Texas
14. July 2006 - July 2007, Director, Manpower and Personnel, Headquarters Pacific Air Forces, Hickam AFB, Hawaii
15. July 2007 - March 2009, Director, Air Force Colonels Management Office, the Pentagon, Washington, D.C.
16. March 2009 - June 2011, Commander, Joint Base and 87th Air Base Wing, Joint Base McGuire-Dix-Lakehurst, N.J.
17. June 2011 - 6 Aug 2012, Director, Manpower, Organization and Resources, the Pentagon, Washington, D.C.
18. 6 Aug 2012 - Present, Director, Force Management Policy, the Pentagon, Washington, D.C.

SUMMARY OF JOINT ASSIGNMENTS

1. July 2001 - May 2002, Assistant Director, Enlisted Plans and Policy, Office of the Secretary of Defense, Pentagon, Washington D.C., as a lieutenant colonel
2. May 2002 - July 2003, Military Assistant, Deputy Under Secretary of Defense for Military Personnel Policy, Pentagon, Washington D.C., as a lieutenant colonel
3. March 2009 - June 2010, Commander, Joint Base and 87th Air Base Wing, Joint Base McGuire-Dix-Lakehurst, N.J., as a colonel and brigadier general

MAJOR AWARDS AND DECORATIONS

Defense Superior Service Medal
 Legion of Merit with two oak leaf cluster
 Meritorious Service Medal with three oak leaf clusters
 Army Commendation Medal
 Air Force Commendation Medal
 Joint Service Achievement Medal
 Air Force Achievement Medal with one oak leaf cluster
 Air Force Outstanding Unit Award with one oak leaf cluster
 Air Force Organizational Excellence Award with three oak leaf clusters
 National Defense Service Medal with bronze star
 Global War on Terrorism Medal
 Korean Defense Service Medal
 Humanitarian Service Medal

OTHER ACHIEVEMENTS

Tactical Air Command, Deputy Chief of Staff, Personnel, 1990 CGO of the Year
 Tactical Air Command, 1991 Junior Personnel Manager of the Year
 Distinguished Graduate, Squadron Officer School, 1993
 6th Air Base Wing Lance P. Sijan Leadership Award, Junior Officer Category for 1995
 Headquarters Air Force, Senior Personnel Manager of the Year for 1996

EFFECTIVE DATES OF PROMOTION

Second Lieutenant Oct. 2, 1986
 First Lieutenant July 17, 1988
 Captain July 17, 1990
 Major Aug. 1, 1996
 Lieutenant Colonel July 1, 1999
 Colonel Aug. 1, 2003
 Brigadier General April 1, 2011

(Current as of August 2012)

DOCUMENTS SUBMITTED FOR THE RECORD

JULY 24, 2013

**House Armed Services Committee
Subcommittee on Personnel
Hearing on Women in Service Review**

**Statement of Elaine Donnelly
President, Center for Military Readiness**

**Wednesday – July 24, 2013
2212 Rayburn Office Building
2:00 PM**

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House Armed Services Committee – Subcommittee on Personnel**Hearing on Women in Service Review****Wednesday, July 24, 2013 – 2:00 PM – 2212 Rayburn Office Building****Statement of Elaine Donnelly, President, Center for Military Readiness**

The Center for Military Readiness, an independent public policy organization that specializes in military/social issues, appreciates this opportunity to submit for the record this statement on the various plans being implemented to assign women to direct ground combat units. I am a former member of the 1992 Presidential Commission on the Assignment of Women in the Armed Forces, and of the Defense Advisory Committee on Women in the Services (DACOWITS).

On January 24, 2013, Secretary of Defense Leon Panetta announced that he was unilaterally revoking all remaining Defense Department regulations exempting women from assignment to direct ground combat battalions such as the infantry. Secretary Panetta directed the military service chiefs to provide by the following May reports on how to implement his mandate to gender-integrate currently all-male fighting units by 2016.

There are many reasons why the services are hesitating and delaying implementation of plans to gender-integrate direct ground combat units that currently are all-male. To state the obvious, this is an unnecessary, bad idea that cannot be justified in terms of military necessity. The Pentagon's peremptory announcements have not provided any empirical evidence, based on actual experience and not theory, to support assertions that this is "the right thing to do."

Forty-five individual leaders and organizations affiliated with the Military Culture Coalition (MCC) signed a joint letter expressing concern about unprecedented policy changes announced in January, which was delivered to the Chairman of the House Armed Services Committee on April 1, 2013.¹ Signers of the MCC letter asked the committee to intervene before the administration's incremental plans resulted in women being involuntarily assigned into "tip of the spear" direct ground combat units such as Army/Marine infantry, armor, and artillery and – with inevitably-"adjusted" standards – Special Operations Forces and Navy SEALs.

The MCC letter also expressed concern because, according to legal experts, a change in female military personnel's eligibility for direct ground combat likely would result in federal court decisions favoring litigation challenging young women's exemption from Selective Service and a

¹ Military Culture Coalition Letter to HASC Chairman Howard P. McKeon, April 1, 2013, available at <http://cmrlink.org/data/sites/85/CMRDocuments/ChairmanMcKeonLtr-040113.pdf>

possible future draft. In *Rostker v. Goldberg* (1981), the Supreme Court upheld the constitutionality of male-only Selective Service registration primarily because women were not eligible for direct ground combat.²

Any decision to change policies regarding women in land combat and concomitant eligibility for Selective Service should be made not by federal courts, but by Congress, the branch of government authorized by the U. S. Constitution to make policy for the military. (Art. 1, Sect. 8). The administration's pretense of implementing women-in-combat plans incrementally, between now and January, 2016, is an affront to Congress because it pointedly excludes elected members of the House and Senate from the decision-making process on Selective Service and other major issues.

MCC-affiliated organizations were disappointed that during the May mark-up of the National Defense Authorization Act for 2014, the committee missed opportunities to establish sound policy for both women and men in the military. As far as we know nothing has been said or done to intervene on behalf of military women who do not wish to be treated like men in the combat arms, and on behalf of civilian women who should not be made subject to Selective Service obligations without an accountable vote of Congress.

The Women in Service Reviews released so far are premised on unsupported assumptions about physical differences that are not likely to change, with little discussion of complicated, unresolved issues involving human sexuality that are also unlikely to change. The plan of action is moving in only one direction, in compliance with recommendations of the largely-civilian, Defense Department-endorsed Military Leadership Diversity Commission (MLDC).³

Pentagon authorities continue to speak for radical changes from only one perspective, as directed by the President of the United States, and all subordinate military departments working on the Women in Service Reviews are subject to unusual constraints that have withheld specific research results from Congress, military personnel, and the American people.

The administration's unilateral plan of action is an affront not just to Congress, but to the majority of women and men in the combat arms whose views have not been heard or respected. To truly honor and respect military women, Congress should take responsibility for this issue. The Executive Branch is making irreversible decisions that will inevitably compromise standards, reduce the effectiveness of sustained combat operations, increase the incidence of

² CMR Policy Analysis: [Registration of Women for Selective Service and a Possible Future Draft](http://cmrlink.org/data/sites/85/CMRDocuments/CMR_PolicyAnalysis-May2013.pdf)
http://cmrlink.org/data/sites/85/CMRDocuments/CMR_PolicyAnalysis-May2013.pdf

³ [From Representation to Inclusion, Diversity Leadership for the 21st Century Military, Final Report](http://www.hsdl.org/?view&did=11390), March 15, 2011, available at <http://www.hsdl.org/?view&did=11390>. Instead of being blind to racial and gender differences, the MLDC report recommends race and gender consciousness. It repeatedly pushes for "diversity metrics," which are supposed to enforce race- and gender-conscious "inclusion" that goes beyond EO, and "needs to become the norm." See Executive Summary, p., xvii and p. 18.

violence against women, and put both men and women at great risk, especially in the combat arms. Instead of watching passively, Congress should take a leadership role in advocating for sound policies that strengthen and improve the All-Volunteer Force.

A. Sound Policy for Women (and Men) in the Military

Respect for women in our military is greater than ever, and rightly so. They have served in unprecedented roles "in harm's way" with great courage and personal sacrifice. Uniformed women, including those in the enlisted ranks who don't want to be treated like men, deserve more than flattery and unrealistic expectations.

In reviewing this issue, Congress should assign highest priority to military necessity – not self-interested careerism, political illusions, or ideology that denies differences between men and women. The following are suggestions and background to mandate and implement Sound Policy for Women in the Military:

1. Clarify the Definition of "Direct Ground Combat"

National discussions about this issue have been hampered by confusion about what "combat" means. The first step in achieving sound policy is to use clear and accurate definitions. In the recent wars, military women have been exposed to danger and injury. More than 140 have given their lives in the wars since 9/11.⁴

As the Pentagon has acknowledged, however, women have not served in direct ground combat (DGC) units that are at issue today. These are the fighting units that *attack* the enemy with deliberate offensive action. DGC missions go beyond the experience of being "in harm's way" in a war zone – what could be called "incident-related" or "contingent" combat.⁵

For example, women who have driven in convoys threatened by IED attacks have experienced incident-related combat, for which they needed to be prepared. Female engagement teams

⁴ CMR: Grim Total of Military Women Killed in War,
<http://www.cmrlink.org/articles/print/35891?author=0&image=0&domain=0>

⁵ USMC Close Combat Manual MCRP 3-02B, available at <http://www.combatcal.com/p/overview-of-close-combat.html>, provides this definition: "Close combat is the physical confrontation between two or more opponents. It involves armed and unarmed and lethal and nonlethal fighting techniques that range from enforced compliance to deadly force. The purpose of close combat is to execute armed and unarmed techniques to produce both lethal and nonlethal results. Unarmed techniques include hand-to-hand combat and defense against hand-held weapons. Armed techniques include techniques applied with a rifle, bayonet, knife, baton, or any weapon of opportunity." The Presidential Commission reported this definition, quoting MCO 1300.8P, in CF 1.9, p. C-34: "For assignment purposes, direct combat action is defined as seeking out, reconnoitering, or engaging in offensive action." The other services provided similar definitions that distinguished deliberate offensive action from the experience of being "in harm's way" in a war zone.

(FETs) also have performed security and intelligence missions, working with women and children in ways that men cannot.

Conditions in the Middle East have changed since front-line Infantry and Special Operations Forces liberated Baghdad in 2003 and Fallujah in 2004. Nevertheless, the missions of direct ground combat (DGC) units, which attack the enemy with deliberate offensive action, have not changed. Threats from potential adversaries such as North Korea and other belligerent states still require readiness to fight in harsh conditions on the ground.

All military communities that may be involved in incident-related combat deserve the best training and recognition for their service "in harm's way." Combat arms units that attack the enemy, however, have different missions and requirements, including physical strength beyond the capabilities of most women. Congress should support *both* communities by codifying clear definitions and reality-based principles that would *improve* the All-Volunteer Force.

2. Codify women's exemptions from direct ground combat assignments

As stated in the Appendix to this paper, there is no evidence in modern military history or anywhere in the world that gender-integrating these units would constitute sound policy for women or men in the combat arms. Direct ground combat fighting units include Army and Marine Infantry, Armor and Artillery forces, plus Special Operations Forces and Navy SEAL battalions. All require high levels of physical strength in harsh conditions, and strong team cohesion based on mutual trust for survival and mission accomplishment.

To quote the late Lt. Gen. Victor "Brute" Krulak, a visionary Marine, "*Congress should draw the line at the point of the bayonet.*" Tough "gender-neutral" training for combat arms battalions has only been possible because DGC-designated units are all-male.

Instead of allowing the Obama Administration's gender-based "diversity" agenda to radically change training and assignment practices in the combat arms, Congress should codify women's exemptions from assignment to these units, while specifying that changes may not be made without express permission from Congress. Such an approach would recognize lessons learned since September 11, 2001, as well as realities of ground combat mission requirements that have not changed.

3. Differentiate Gender-Specific (Gender-Normed) Training From "Gender-Neutral" Training

Some military officials have used the misleading phrase "gender-neutral," which suggests identical training for both men and women. The Congressional Research Service has recognized that the phrase "gender-neutral physical standards" raises questions depending on how it is defined:

"A plain reading of the term suggests that men and women would be required to meet the same physical standards in order to be similarly assigned. However, in the past, the services have used this and similar terms to suggest that men and women must exert the same amount of energy in a particular task, regardless of the work that is actually accomplished by either."⁶

A misleading vocabulary of gender-neutrality is still being used to disguise the existence of gender-specific (gender-normed) training that uses different requirements or scoring systems for men and women. A case in point is the 14-page document released by the U.S. Marine Corps on June 18, which includes equivocation and contradictory language in the fine-printed footnotes and other official documents:⁷

- Footnote #3 on page 2 defines "Gender-Neutral Standard" as *"Performance-based, not specific to gender; used to measure results."* This applies in heavy lift/carry events in which all trainees must perform the same task in the same amount of time.
- Contradictions begin in footnote #4, which claims that the Marines Physical Fitness Test (PFT), starting in calendar year (CY) 2014, *"will be comprised of three gender-neutral events designed to measure general physical fitness (dead-hang pull-ups, crunches, and a 3 mile run.)"* Then the note admits that the PFT is *"gender-normed for score in order to account for physiological differences between genders. Example: A male Marine must run 18:00 or faster to achieve the maximum score on the 3-mile run; a female Marine must run 21:00 or faster to achieve the maximum score on the 3-mile run."*
- In a November 2012 ALMAR message announcing the new PFT tests, Gen. James Amos set forth requirements for earning a 100% score on the PFT that are clearly gender-specific, not gender-neutral. In order to get a 100% score of the PFT, women will have to do eight pull-ups but men will have to do twenty.⁸

⁶ David F. Burrelli, Congressional Research Service, 7-5700, R42075, *"Women in Combat: Issues for Congress,"* May 9, 2013, p. 11, available at: <http://www.fas.org/sgp/crs/natsec/R42075.pdf>.

⁷ Report presented by Col. John Aytes, USMC, June 18, p. 2, available at: <http://www.defense.gov/news/MarineCorpsWISRIImplementationPlan.pdf>. Lt. Gen. Richard P. Mills, Deputy Commandant, Combat Development and Integration, said that gender-specific differences in the requirements for male and female PFT trainees "are gender neutral." Contradicting that statement, he added, "The scoring is gender norm (sic) because there are physical differences between males and females." The misleading statement is comparable to saying that men and women who work out in the same gym on the same machines are doing gender-neutral exercises, even though weights and resistance levels are different "because there are physical differences between males and females." See USMC Base Quantico report by Lance Cpl. Tabitha Bartley, titled *"Bye Bye Flexed Arm Hang,"* Dec. 3, 2012. http://www.dvidshub.net/news/98555/bye-bye-flex-arm-hang#.Uetlq-LD_nk

⁸ ALMARS Active Number 046/12, "Change to the Physical Fitness Test," 12 November, 2012, signed by Gen. James Amos, USMC, Nov. 27, 2012.

- Footnote #5 includes the same double-speak, simultaneously describing the Combat Fitness Test (CFT) as having three *"gender-neutral events"* to measure fitness. The events, however, are admittedly *"gender-normed for score in order to account for physiological differences between genders."*
- Footnote #6 does not use the phrase "gender-neutral," but it admits that women are allowed to use "a step" on certain obstacles in order to account for height differences between average men and women. The note continues, *"Times required to pass the event are adjusted to account for physiological differences between genders."*

These and similar gender-specific requirements on physical tests help to reduce injuries among women, and they can be justified in basic and entry-level training on that basis. The Presidential Commission on the Assignment of Women in the Armed Forces called for gender-specific standards in basic, pre-commissioning, and entry-level training, but not in preparation for military occupational specialties that require great physical strength and endurance.⁹

The commission's recommendation regarding entry-level training remains valid, provided that a) the program does not supply personnel to physically-demanding occupational specialties; and b) women are exempt from direct ground combat.

Absent clarification, indications are that training standards are likely to be changed, in subtle ways, without notice to Congress. For example, the services could:

- Omit or phase out without notice the toughest physical tests in infantry and Special Operations Forces training. Joint Chiefs Chairman Gen. Martin Dempsey has already signaled this would happen when he said in January that all standards will be *"questioned"* if they are *"too high"* for women to *"make it."* Regardless of what is said today, successors to current military leaders will be selected to implement the Administration's gender diversity agenda.¹⁰
- Use gender-specific requirements or scoring systems that treat men and women differently by recognizing "equal effort" rather than equal performance. Gender-

<http://www.marines.mil/News/Messages/MessagesDisplay/tabid/13286/Article/134672/change-to-the-physical-fitness-test.aspx>.

⁹ Report of the Presidential Commission on the Assignment of Women in the Armed Forces, November 15, 1992, Recommendation Issues F and G, p. 53.

¹⁰ For example, a Marine briefing presented to the DACOWITS in September 2011 indicated that hundreds of men and women would be tested on six "common tasks" comparing physical abilities. In 2012, however, the six tests were reduced to three, the most difficult ones omitted without explanation. See CMR, ["Seven Reasons Why Women-in-Combat 'Diversity' Will Degrade Tough Training Standards"](http://www.cmrlink.org/articles/print/36488?author=0&image=0&domain=0) April 21, 2013, available at: <http://www.cmrlink.org/articles/print/36488?author=0&image=0&domain=0>.

normed standards can be justified in entry-level military training, but not in "tip of the spear" combat arms battalions that attack the enemy with deliberate offensive action.

- c) Accept into Navy SEAL and Army Ranger teams less prepared men who would otherwise wash out. Over time this process would degrade tough, male-oriented standards – just to accept a few women under "equal" standards that would be reduced to minimum levels.

The scenario marked (c), which is likely to be adopted in order to achieve "gender diversity metrics," would make standards "equal" but lower than they are right now. Gender-normed double standards would leave men less prepared for the intense demands of close combat on land, putting lives and missions at greater risk. Standards in elite fighting teams also would be affected if they are compelled to retain men who would otherwise be assigned elsewhere.

Truthfully acknowledging gender-specific standards in early stages of training, which is not considered preparation for direct ground combat, would reduce resentment caused by perceptions of double standards. Conversely, if women's combat exemptions are *not* codified, all gender-normed training programs or scoring systems, including separate obstacle courses with lower bars or special "assists" for women, should be eliminated.¹¹

4. Review All Research Data Generated by the Women in Service Reviews Since Jan. 2012

In response to the January 2012 policy changes announced by Secretary Panetta, Gen. James Amos, the Commandant of the Marine Corps, announced an extensive, multi-phased research project called the Assignment of Women to Ground Combat Units Research Plan.¹² The project was designed to (a) Monitor and analyze the results of certain exceptions to current policies; (b) Survey the opinions of Marines on current policies regarding women in combat; (c) Compare the physical capabilities of men and women performing common tasks; (d) Test female volunteers on the Infantry Officer Course (IOC) at Quantico, VA; and (e) Review the requirements of closed military occupational specialties (MOSs).

For unexplained or unsatisfactory reasons, however, the Marines have withheld most of the non-personal data and results of research done in 2012, even from members of this committee. With the exception of an inadequate summary of survey results obtained by the AP, and infrequent news reports about three pairs of female Marine officers who (along with a

¹¹ Photos of the Marine Officer Candidate School (OCS) obstacle course at Quantico, VA, are available at: http://cmrlink.org/data/sites/85/CMRDocuments/OCS_ObstacleCourse-Quantico.pdf

¹² Gen. James Amos, USMC, ALMAR, April 23, 2012, Assignment of Women to Ground Combat Units, available at <http://www.marines.mil/News/Messages/MessagesDisplay/tabid/13286/Article/109426/assignment-of-women-to-ground-combat-units.aspx>. This project was analyzed in detail in the CMR Special Report: Defense Department "Diversity" Push for Women in Land Combat, January 2013, available at: <http://cmrlink.org/data/sites/85/CMRDocuments/CMR%20Special%20Report%20-%20January2013.pdf>.

significant portion of men) were not able to succeed on the Infantry Officer Course at Quantico, VA, non-personal data resulting from research done by the Marine Corps and other branches of the service has not been released for independent review.

The services claim to have learned a great deal about the results of "Exceptions to Policy" or ETPs allowed since January 2012. According to news reports, however, it appears that the primary evaluators of ETP have been military women themselves, and the primary criteria is whether women are satisfied, not combat readiness and effectiveness.¹³

This guarded process does not live up to promises of a careful, measured, and responsible approach to this issue. Indeed, practices that interfere with responsible congressional oversight and independent, public review call into question the soundness of assertions that ordering women into land combat battalions is "the right thing to do."

5. Preserve Women's Exemption from Selective Service

During his January 2013 news conference, then-Defense Secretary Panetta dismissed a question about Selective Service, admitting that he did not even know the person who heads the Selective Service Administration.¹⁴ On April 11, 2013, the Pentagon's report to this committee acknowledged a turning point when circumstances would change to an extent that litigation to include women in Selective Service obligations and a possible future draft likely would succeed in court.¹⁵

Women in Service Review reports released on June 18, however, did not mention the issue. Nor did the Pentagon briefers acknowledge or express concern about the issue during their news conference on that day.

The landmark Supreme Court ruling, *Rostker v. Goldberg* (1981), recognized the purpose of Selective Service registration: to prepare for the contingency of a future draft of combat troops.

¹³ Dan Lamothe, *Marine Corps Times*, "Fit to Fight? Corps Rolls Out New Plan to Test Women's Suitability for Combat Jobs," July 1, 2013, and Thomas Brennan, *Jacksonville Daily News*, "Secretary of Defense Holds Closed Discussion With Female Marines," July 19, 2013. Also see *Virginian Pilot*, Camp LeJeune, "Four Women Undergo Warfare Training in N.C.," 19 May, 2013, available at: <http://hamptonroads.com/print/677945>.

¹⁴ CMR, "Stealth Attack on Military Women," February 21, 2013, available at: <http://www.cmrlink.org/articles/print/36560?author=0&image=0&domain=0>.

¹⁵ The last paragraph states, "*The positions covered by this notification are not positions with a primary mission to engage in direct ground combat. As positions in combat specialties, such as infantry, still remain closed, the rationale in the Rostker decision should still apply – over 230,000 positions remain closed to women, and consequently, men and women are not similarly situated for purposes of the Military Service Act.*" Absent a law or regulation that exempts women from the infantry and other DGC units, a federal court could decide that the situation described in this April 11 memo no longer applies.

Because women historically have been exempt from combat, the Court upheld their Selective Service exemption because "*Men and women...are not similarly situated for purposes of a draft or registration for a draft.*" That status has now been changed unilaterally, with nothing tangible in law or policy standing in the way of women being subject to Selective Service obligations on the same basis as men.

On April 13, 2013, the National Coalition for Men (NCM) filed a lawsuit in a California U.S. District Court, challenging the legality of male-only Selective Service registration. Citing the policy changes announced by Secretary Panetta, the NCM asked the court to "*end the sex-based discrimination in its military draft registration program and to treat men and women equally.*" Even if the court dismisses this premature case, the administration is unlikely to defend the law over time. Both President Barack Obama and Defense Secretary Chuck Hagel are on the record in favor of equal Selective Service obligations for women.

Courts are not predictable, but unless Congress restores women's combat exemptions, federal courts are likely to overturn the *Rostker* precedent. Even if Congress tries to affirm men-only registration, the defining fact that men and women are now "similarly situated" with regard to combat still would remain.

Instead of allowing federal courts to decide the issue, Congress should act to establish sound policy. Although many expect that there will not be a time when a draft will be needed, a future national emergency beyond the capacity of the All-Volunteer Force would be complicated even more if women are subject to Selective Service obligations.

B. The Need for Congressional Oversight and Questions About Women in Land Combat

At the June 18 Pentagon news conference, military officials announced near-total capitulation to feminist advocates of what has been called a "gender-free military," under orders from President Barack Obama. An Army public affairs officers' email indicated that the surrender ceremony was originally scheduled to take place at Fort Benning, the storied Home of the Infantry, on June 6, the Anniversary of D-Day. Someone must have realized that the optics of that date would be all wrong, so the announcement was postponed until June 18.

On that day there was almost no mention of the brutal realities of modern war – past, present, or future. Instead, the discussion seemed centered on Amazon Warrior Myths. The meme assumes without evidence that women are interchangeable with men in direct ground combat training and in actual wartime operations, and that issues involving human sexuality can be successfully mitigated in the combat arms, despite decades of experience to the contrary in other armed forces communities.

On June 18, Maj. Gen. Bennet Sacolick, Force Management Director for the Special Operations Command, expressed primary concern about "*social, cultural, and behavioral*" issues, particularly "*the men and their reaction to women in their formations.*" He offered no solution

for the problem, except for an unserious remark that was an affront to his own troops, "*The days of Rambo are over.*"

Should the military substitute the image of bare-headed *GI Jane* Demi Moore for the bare-chested *Rambo*, Sylvester Stallone? Neither image reflects reality or the professionalism of the Delta Force or Navy SEALs.

Thomas Sowell showed far more wisdom in a column titled "Sex and the Military," which criticized the notion that the issue centers on "*whether women can do the same tasks as men with equal efficiency.*" Wrote Sowell, "*The real question is whether either sex functions as well with the other sex around.*"¹⁶

For decades, military officials have repeatedly recommended that direct ground combat units remain all-male, and with good reason. With a whimper and not a bang, however, members of the Joint Chiefs of Staff have changed course, without explaining how gender-integration would improve the readiness of infantry battalions. It is up to members of this committee to go beyond perfunctory, essentially one-way Defense-Department-centered hearings.

Tough questions need to be asked about Defense Department policies regarding women in the military, inquiring about the assumptions behind the following issues and likely consequences of unprecedented policies that will impose new burdens on women and men in the military. For example, members of Congress should:

1. Question "Critical Mass" and "Diversity Metrics" Goals Set by the MLDC

Former Joint Chiefs Chairman Adm. Mike Mullen often described "diversity" as a strategic imperative."¹⁷ In January 2012, administration officials endorsed goals of the Military Leadership Diversity Commission (MLDC), which is pushing women into direct ground combat in order to achieve gender-based "diversity metrics," another name for "quotas." The 2011 MLDC Report admitted plans for non-remedial "diversity management," enforced by a "Chief Diversity Officer" (CDO) reporting directly to the Secretary of Defense, to promote "*diversity metrics*" and to hold all officers accountable for achieving them."¹⁸

¹⁶ Thomas Sowell, "[Sex and the Military](http://www.combat.com/p/overview-of-close-combat.html)," Townhall, June 12, 2013, available at: <http://www.combat.com/p/overview-of-close-combat.html>

¹⁷ John K. Kruzel, Armed Forces Information Services, "[Mike Mullen Speaks About Diversity in the Military](http://thesop.org/story/military/2009/10/08/mike-mullen-speaks-about-diversity-in-the-military.php)," Oct. 8, 2009, available at: <http://thesop.org/story/military/2009/10/08/mike-mullen-speaks-about-diversity-in-the-military.php>.

¹⁸ MLDC Report, Executive Summary, pp. xvii and xviii, and pp. 97-106.

This concept is a radical departure from the military's honorable tradition of recognizing individual merit – the key to successful racial integration in the military. None of this is necessary to promote women's careers, since Defense Department reports have consistently shown for years that women are promoted at rates equal to or faster than men.¹⁹

On January 24, 2013, Gen. Martin Dempsey called for a "critical mass" or "significant cadre" of women in previously-all-male units – a phrase usually interpreted to mean 10-15 percent. To assign even half that number into direct ground combat units, commanders will have to incrementally modify male-oriented programs of instruction to accommodate women.²⁰

The MLDC was authorized by Congress in the National Defense Authorization Act for 2009, but there is no reason to believe that Congress was authorizing the full range of recommendations made in the MLDC's 2011 report, including the recommendation for women in land combat. The MLDC charter, subsequent authorizations and funding should be revoked, and Congress should insist the Defense Department enforce Section 543 of current law mandating that the "Armed Forces [and] the Secretary of Defense... (2) may not use any gender quota, goal, or ceiling except as specifically authorized by law[.]"

Efforts to achieve the goal of a "critical mass" of women in formerly all-male DGC battalions would have the inevitable effect of modifying and lowering standards over time, making ground combat training programs less effective in preparing both men and women for the contingencies of war. During this process Congress will not be informed of changes made, or have the opportunity to intervene.

Extensive tests in the United Kingdom as well as the United States, over the past thirty years, have indicated that efforts to prepare significant numbers of women for potential infantry/Special Operations Forces assignments would steeply increase debilitating injuries in training as well as during deployments.²¹ The only solution will be gender-normed standards

¹⁹ Defense Department Report to Congress on the Review of Laws, Policies and Regulations Restricting the Service of Female Members in the U.S. Armed Forces, February, 2012, pp. 3-4: *"The Department reviewed all available information from the Military Services and did not find any indication of females having less than equitable opportunities to compete and excel under current assignment policy."*

²⁰ Memo from General Martin E. Dempsey, CJCS, Subject: "Women in the Service Implementation Plan," 9 January 2013, available at: <http://cmrlink.org/data/sites/85/CMRDocuments/DempseyLetter.pdf>

²¹ If the Marines actually try to implement a system of identical treatment in physical training, serious injuries among women are likely to skyrocket. This is what happened when the British Army conducted an 18-month test of "gender-free" training in 1997-98, in which the British attempted to train men and women with identical "gender-free" standards. This experiment with "gender-free" training was expected to make the case for women in land combat, but due to the high level of female injuries, together with other factors, British military authorities reached the *opposite* conclusion, and decided to restore "gender-fair" (normed) training.

The 2002 Gemmel Report, published in the Journal of the Royal Society of Medicine, concluded: *"Despite reducing the number of women selected, the gender-free policy led to higher losses from overuse injuries. This study*

with different requirements or scoring systems, or equal-but-lowered standards – far less demanding than male-oriented standards are right now.

In the end, attempts to keep standards the same in tough training for the combat arms would be futile, due to feminist pressure. High standards perceived as "barriers" to women's careers are unlikely to withstand questions such as that put forth by Army Gen. Martin Dempsey, Chairman of the Joint Chiefs of Staff: *"If a particular standard is so high that a woman couldn't make it, the burden is now on the service to come back and explain . . . why is it that high? Does it really have to be that high?"* Since the stated goal is to achieve "diversity metrics" and "success" for women, the answer will be "No."

2. Question the Extension of Sexual Assaults and Misconduct Into the Combat Arms

In January Gen. Dempsey made the unsupported claim that assigning women to DGC units would reduce sexual assaults. This argument is a peculiar throwback to feminist arguments made in the Navy's post-Tailhook scandal period. The remedy for alcohol-fueled misconduct by male and female aviators partying at a Las Vegas convention was thought to be gender-integration in naval aviation.²²

Twenty-two years later, the Tailhook theory has been discredited. Women are as close to the fight as they can be, and respect for them is higher than ever. Rates of sexual misconduct and abuse, however, are soaring with no end in sight.²³

Some commentators have suggested that the problem won't be stopped until the military, including direct ground combat units, achieve a "critical mass" of 33% women in the ranks.²⁴

confirms and quantifies the excess risk for women when they undertake the same arduous training as male recruits, and highlights the conflict between health and safety legislation and equal opportunities legislation." See Ian M. M. Gemmell, JR SocMed 2002 Jan. 95(1):23-27. PMID: PMC 1279143, Journal of the Royal Society of Medicine, Jan. 2002, Injuries Among Female Army Recruits: A Conflict of Legislation, Abstract, p. 1, available at <http://cmrlink.org/CMRDocuments/gemmell-JRSocMed2002.pdf>. There is no reason to believe that American women are stronger than their British counterparts. The November 1997 US Army Research Institute of Environmental Medicine report, referred to as the Natick Study, did not meet expectations of its sponsors.

²² Colonel W. Hays Parks, USMC Reserve (Ret.), U.S. Naval Institute Magazine *Proceedings*, Sept. 1994, pp. 89-103, and Elaine Donnelly, *National Review*, "The Tailhook Scandals," Mar. 7, 1994.

²³ Since the first annual report of the Sexual Assault Prevention & Response Office (SAPRO) in 2004, confirmed assaults involving military personnel have risen from 1,275 to 2,949, an increase of 129%.

²⁴ Army Col. Ellen Harding, and Anne Coughlin, Professor of Law at the University of Virginia School of Law, *Christian Science Monitor*, "To Prevent Sexual Assault in Military, Add More Women," July 8 & 15, 2013, p. 36. The authors suggest that the 33% "critical mass" goal also should apply in high-ranking positions. Following their recommendations, some members of the Joint Chiefs of Staff should surrender their stars and allow qualified women to take their place.

Pressures to achieve this dubious goal will ensure involuntary assignments of women to the combat arms in numbers sufficient to achieve "diversity metric" goals.

Given what is known about human relationships in war, it is far more likely that sexual misconduct and assaults will *increase* when chronic problems evident in all other communities are extended into direct ground combat battalions. The cause will not be women – it will be poor judgment and flawed leadership among White House and Pentagon officials who are putting gender politics above the best interests of national security and the troops they lead.

3. Question Expected Defense Department Costs for Implementing Gender-Integration Plans

On June 18, spokesmen for all branches of the services announced they will review and validate 335 primary military occupational specialties (PMOS) by December 2013.²⁵ This will be only the beginning of efforts to square the circle of physical differences with actual assignments that treat men and women as interchangeable in all combat roles. Bureaucratic talk of "phases," "pillars," and "lines of effort" seem detached from reality, since physical differences between men and women do not fit expectations of gender-neutrality in a "New Gender Order."

More than thirty years of tests and studies in the U.S. and Britain have repeatedly confirmed physiological differences that would disadvantage women in training for the combat arms. None of the studies concluded that average women might achieve "equality" in tough infantry training, much less in actual combat operations.²⁶

In a September 2011 briefing before the Defense Advisory Committee on Women in the Armed Services, a Marine Colonel informed the DACOWITS that on average, women have 47% lower lifting strength, 40% lower muscle strength, 20% lower aerobic capacity (important for endurance), and 26% slower road march speed. In addition, both female attrition/injury rates during entry level training and discharge (break) rates were twice those of men, and non-deployability rates were three times higher.²⁷

²⁵ Report presented by Col. John Aytes, USMC, June 18, pp. 2-3.

²⁶ An Information Paper titled "Physical Suitability of Women for Assignment to Combat and Heavy Work Military Occupational Specialties," prepared by William J. Gregor, Ph.D., Professor of Social Sciences at the School of Advanced Military Studies at Fort Leavenworth, KS, lists some of the studies done by military leaders in several countries. Available at: <http://cmrlink.org/data/sites/85/CMRDocuments/Gregor-Info-Paper-20120508.pdf>.

²⁷ Power-Point Presentation to the Defense Advisory Committee on Women in the Services (DACOWITS) 22 Sept. 2011, p. 7, available at: <http://dacowits.defense.gov/Reports/2011/Documents/DACOWITS%20September%202011%20Committee%20Meeting/16%20USMC%20WISR%20DACOWITS%20Brief.pdf>.

In a letter to HASC Chairman Howard P. McKeon, Rear Adm. Hugh P. Scott, MC, USN (Ret.) wrote that although intense training can make women stronger, underlying physical and physiological factors would be detrimental to the safety of women and to the operational effectiveness of the unit.²⁸

Nevertheless, the services have pledged to expend considerable time and money following orders to "make it work." Before they do, Congress should ask tough, specific questions about expected expenditures that will detract from funding for other necessities to support mission readiness. For example:

a) The U.S. Marine Corps stated on June 18 that it will develop a system of "physical screening tests" for use at the local recruiting station or in basic training. If this cannot be done at local recruit centers or in basic training, *"the Corps will rely on the successful completion of MOS school to determine the awarding of the MOS."*

This system sounds like a revival of the Military Entrance Physical Capacity Test (MEPSCAT), which was established and dismantled decades ago due to opposition from the Defense Advisory Committee on Women in the Services (DACOWITS) in 1982. Adding more burdens on recruiting stations, and introducing practices that assign women to PMOSs for which they are not suited, could become a costly fiasco wasting limited resources and time.²⁹

b) The Marines plan to implement plans for "Integration Education" – presumably to modify attitudes and behavior of men who joined the Marine Corps to defend America, not to be re-educated and socially engineered.

c) According to a January 24 memo issued by Army Chief of Staff Gen. Raymond Odierno, the Training and Doctrine Command (TRADOC) Analysis Center is leading a study that will examine the institutional and cultural barriers related to the process of gender-integration in previously all-male units, *"in order to develop strategies to overcome these barriers."* General Robert W. Cone, who heads TRADOC, has said, *"Besides physical ability, Army officials will look at 'traditional impediments' – the attitudes regarding the acceptance of women into previously male-only jobs....The Army will take 'proactive measures to mitigate resistance to women going into these specialties,' the general said. Apparently forgetting the need for men in the military, the general added, 'We want the right environment for women.'"*³⁰

²⁸ June 22, 2012, letter titled "Physical and Physiological Issues Associated with the Assignment of Women to Direct Ground Combat Units," available at: <http://cmrlink.org/data/sites/85/CMRDocuments/hscott-mckeeon-wicc.pdf>

²⁹ Brian Mitchell, *Flirting With Disaster*, Regnery Publishing, 1998, p. 109.

³⁰ David Vargun, Army News Service, "Army Training Commander Promises Fair Standards for Combat Jobs," Jan. 25, 2013, available at: <http://www.defense.gov/News/NewsArticle.aspx?ID=119105>.

d) General Max Thurman, who came up with the famous Army recruiting slogan "Be All You Can Be," used to say that ours is "not an all-volunteer Army, but an all-recruited Army."³¹ There are no indications that recruiting rates would improve if female soldiers were involuntarily assigned to infantry battalions.³² Nor are there any indicators that active-duty men or women would be more likely to remain in the military if women were ordered into the combat arms on what could only be an involuntary basis.

The Women in the Service Restrictions Review (WISRR) survey done by the Marine Corps in 2012 was less useful than it could have been because it repeatedly asked questions about a non-existent voluntary women-in-combat policy that would not be workable, desirable, or necessary.³³ Detailed results of the 2012 survey have been withheld from the public, but the 5-page summary obtained by the AP did not include any indication that women or men in the military would be more likely to stay in the armed forces if policies changed.³⁴

Before plans are allowed to proceed, Congress should insist on detailed findings from surveys of active-duty troops already done on this subject, and additional surveys to measure the propensity to serve of both male and female potential recruits.

4. Seek Independent Analysis of the Results of Social Change in the Military

Since 1991-1992, when the Persian Gulf War deployed an unprecedented number of military women to the Middle East and the Las Vegas Tailhook scandal rocked the Navy, decades of

³¹ Quoted by Christopher L. Kolokowski, Letter to Naval Institute *Proceedings* magazine, "Winning the Battle, Losing the War," Sept. 2012, p. 83.

³² The December 2010 Youth Poll 20 Report of the Defense Department Joint Advertising, Market Research & Studies (JAMRS) found that the propensity of young women to serve in the military is only about a third that of men. See Report No. 2011-05, Sept. 2011, Table 3-4, Propensity by Race, Ethnicity, and Gender, p. 3-7, available at: <http://www.jamrs.org/reports.php>. In a presentation to the Defense Advisory Committee on Women in the Services (DACOWITS) on 22 Sept. 2011, Marine Col. John Nettles showed findings indicating that if women could serve in combat roles, 29% of potential female recruits said they would be *less likely* to join the military, compared to 12% of women who said they would be *more likely* to join. See p. 8 in slide presentation available at: <http://dacowits.defense.gov/Reports/2011/Documents/DACOWITS%20September%202011%20Committee%20Meeting%20USMC%20WISR%20DACOWITS%20Brief.pdf>.

³³ The 1992 Presidential Commission on the Assignment of Women in the Armed Forces investigated the "voluntary" option for women in combat and reported as follows: "In an all-volunteer force, if combat positions are opened to women and men are involuntarily assigned to those combat positions, then women should also be involuntarily assigned to those same positions. Different assignment policies would have a deleterious effect on morale, as women would have the privilege of volunteering for combat, but not the burden of being involuntarily assigned." Commission finding (CF) 4.13, p. C-127.

³⁴ CMR: Marine Survey Fails to Show Support for Women in Land Combat Units, Feb. 2, 2013, available at: <http://www.cmrlink.org/articles/print/36504?author=0&image=0&domain=0>

social change in the military have occurred without serious review. The last full committee hearing on the subject occurred in the House Armed Services Committee in 1979, 34 years ago. There have been numerous hearings on problems like sexual misconduct in the military, but no open hearings inviting independent military and civilian experts to present formal testimony about misguided policies that may be contributing to that problem.

The Department of Defense has already signaled that it is not interested in an independent, objective review. Instead, the RAND Corporation, known for producing several rubber stamp reports supporting the cause of women in combat, has been directed to produce a report that is supposed to be "non-biased" but, according to pattern, surely will be the opposite.³⁵

The House and Senate Armed Services Committees should conduct extensive hearings and an objective review of both historic data and research findings compiled in 2012, which will give insight into scores of issues not mentioned in this analysis.

Members also should ask questions of Special Operations Forces commanders to obtain more information on why Lt. Gen. Sacolick expressed more concern about "*social, cultural, and behavioral*" issues than he did about physical ones.

Proponents of further change should bear the burden of proof in showing how such changes would *benefit* both military women and men, while *strengthening* combat arms in the All-Volunteer Force.

5. Question Claims About the Militaries of Other Countries

During the June 18 Pentagon briefing, Marine Col. Jon Aytes said the Marines are researching the experiences of other nations with women in combat, such as Israel, Australia, Canada, and the United Kingdom, suggesting that the U.K. has "*taken many years to do what we're doing in a relatively short time.*" Actually, the British Ministry of Defence formally decided twice to keep the combat arms all-male.

Israel conscripts its soldiers, but it does not deploy or assign women to direct ground combat missions far from home. Canada and Australia are valued allies, but they do not have elite fighting forces comparable to ours. Any review of this subject should consider the policies of potential adversaries, not allies alone. More information is available in the Appendix.

Conclusion

The issue today is not women being in war zones, where they have been, without question, serving with great courage "in harm's way." The issue now is assignment of women to direct

³⁵ CMR: [Rubber Stamp RAND Report Promotes Women in Combat](http://cmrlink.org/articles/print/34501?author=0&image=0&domain=0), Oct. 1, 2007, available at: <http://cmrlink.org/articles/print/34501?author=0&image=0&domain=0>.

ground combat units, such as infantry battalions and Special Operations Forces that seek out and attack the enemy under fire. Any decision to change assignment policies should be based on the needs of the military and national security, not media pressure or the ideological goals of mostly-civilian "diversity" advocates.

A female Marine gunnery sergeant who spoke to the 1992 Presidential Commission was asked whether women should be in the infantry. *"Not if it's not good for the Corps, Ma'am."* The gunnery sergeant's concise reply, repeated today, sets a standard that should be applied in all policy matters affecting our women and men in the military.

* * * * *

The Center for Military Readiness is an independent public policy organization that specializes in military/social issues. More information on the topics in this statement are available at www.cmrlink.org.

Appendix - The Experience of Other Allied Countries

Great Britain

In May 2002, the **British Ministry of Defence** issued a report that explained the rationale for the decision to retain women's exemption from direct ground combat, concluding that "*only 0.1 percent of female applicants and 1 percent of trained female soldiers*" would reach the required standards to meet the demands of direct ground combat roles.³⁶ The report continued:

"The military viewpoint was that under the conditions of a high intensity close-quarter battle, group cohesion becomes of much greater significance to team performance and, in such an environment, the consequences of failure can have far-reaching and grave consequences. To admit women would, therefore, involve a risk with no gains in terms of combat effectiveness to offset it...."

"[T]he Secretary of State for Defence concluded that the case for lifting the current restrictions on women serving in combat roles has not been made for any of the units in question. Taking the risk that the inclusion of women in close combat teams could adversely affect those units in the extraordinary circumstances of high intensity close combat cannot be justified."

Eight years later, the British reviewed the issue again, and came to the same conclusion. Among other things, the 2010 U.K. Ministry of Defence *Report on the Review of the Exclusion of Women From Ground Close-Combat Roles* reaffirmed that "[Women's] capability in almost all areas is not in doubt...But these situations are not those typical of the small tactical teams in the combat arms which are required deliberately to close with and kill the enemy."³⁷

If the United Kingdom was able to apply sound principles to this issue not once, but twice, the American Department of Defense should be able to apply sound principles and do the same.

Australia

³⁶ Women in the Armed Forces, Directorate of Service Personnel Policy Service Conditions, Ministry of Defence, May 2002, available at http://www.mod.uk/NR/rdonlyres/10B34976-75F9-47E0-B376-AED4B09FB3B3/0/women_af_summary.pdf.

³⁷ UK Ministry of Defence Report on the Review of the Exclusion of Women From Ground Close-Combat Roles - 2010, November 10, 2010, p. 5, Point #18 and #19, available at <http://cmrlink.org/CMRDocuments/RptOnReviewOfExclusOfWomenFromGrndClose-CombatRoles-Nov2010.pdf>.

The Australian push to assign female soldiers to land combat units was the direct result of a sex scandal at the nation's military academy. In April 2011, amid the fallout from a series of military scandals at home and abroad, Defense Minister Stephen Smith proposed that all military positions be opened to women, including the infantry and Special Operations forces.³⁸

The Australian Human Rights Commission's Sex Discrimination Commissioner, Elizabeth Broderick, seized the opportunity to produce a report recommending that sexual harassment and abuse be remedied by ordering gender "diversity" for women in all-male combat units.³⁹ Broderick's report, titled *Review Into the Treatment of Women in the Australian Defence Force*, is full of attractive photos of smiling women in uniform and a list of 21 recommendations.

This report (and a second one that the Australian Department of Defence recently presented to the DACOWITS) primarily promote combat assignments as the best way to reduce problems with sexual harassment and assault and to promote women's careers.⁴⁰ Neither report offers a solid rationale for the five-year plan in terms of military necessity, other than "*the Army is going to do this.*"

Due to a lack of interest among Australian women – not a single one volunteered for the new positions – Human Rights Commissioner Broderick recommended that women be offered a "try before you buy" 12-month sign-up option. Ms. Broderick also recommended that "occupational segregation" be countered with programs to recruit a "critical mass" of women, and to offer them flexible "workplace" schedules.⁴¹

Far from being "ahead" of the United States, Australian leaders are implementing flawed priorities for the wrong reasons, adopting the full range of "remedies" that have not worked to

³⁸ Matt Siegel, *New York Times*, "Australia Says It Will Open Combat Roles to Women," Sept. 27, 2011, available at http://www.nytimes.com/2011/09/28/world/asia/australia-will-allow-women-to-serve-in-frontline-combat.html?_r=1&pagewanted=print. "In the most notorious case, a male cadet at the elite Australian Defense Force Academy was caught streaming video of himself having sex with a female cadet to his friends via Skype without her knowledge." Also see: BBC News Asia, "New Sex Scandals Hit Australia's Military Forces," 15 Jan. 2012, available at <http://www.bbc.co.uk/news/world-asia-16524952?print=true>.

³⁹ Elizabeth Broderick, *Review Into the Treatment of Women in the Australian Defence Force*, Australian Human Rights Commission, 2012, formerly available at http://www.humanrights.gov.au/defencereview/ADF_report/.

⁴⁰ Australian Government Department of Defence, *Brief to DACOWITS* 27 Sept. 2012, "Changes to How Women Are Employed in the Australian Defence Force," available at: <http://dacowits.defense.gov/Reports/2012/Documents/DACOWITS%20September%202012%20Committee%20Meeting/September%20Meeting%20Binder.pdf>.

⁴¹ Misha Shubert, *Sydney Morning Herald*: "Women To 'Try Before They Buy' Combat Roles," Aug. 26, 2012, available at <http://www.smh.com.au/action/printArticle?id=3584203>.

mitigate social problems in our own military. Australia is a valued ally, but it should not become a role model for radical cultural change in America's armed forces.

Canada & Other Countries

In February 2013 National Public Radio prepared a useful summary showing that most of the smaller countries that "allow" women to serve in close combat units are not directly involved in aggressive combat actions comparable to those led by the United States.⁴² The 1992 Presidential Commission interviewed representatives of several NATO allies, and produced similar findings.

Circumstances varied widely, but the Presidential Commission reported, *"Historically, those nations that have experienced or actually placed women in close combat situations, (Soviet Union, Germany, and Israel) [did so] during times of grave threats to their national survival. After the crisis passed, each nation adopted policies which excluded the employment of women in combat."*⁴³ (In 2001, Germany complied with an order of the European Court of Justice to eliminate restrictions on women in their military.)

In Israel, which has conscription and exists under constant threats, most able-bodied citizens, including women, serve in the military. Women who train men for combat positions are considered "combat multipliers," not combat soldiers. Some women have been deployed to patrol the border, but these missions do not involve direct ground combat against the enemy.

In establishing equal opportunity as the primary consideration in formulating military personnel policies, representatives of countries such as Denmark and the Dutch Armed Forces clearly stated that their primary concern was equal opportunity, not combat effectiveness.⁴⁴ After meeting with a Canadian delegation, the Presidential Commission reported, *"In a 1989 decision by the Canadian Human Rights Tribunal, all combat positions in the Canadian Forces (CF), except submarines, were opened to women. The primary consideration was equal opportunity. No attempts were made to consider the impact on operational readiness or unit effectiveness. No credence was given to a military study (SWINTER), ongoing during the time of the decision, which indicated difficulties would be anticipated."*⁴⁵

⁴² Joshua Keating, National Public Radio, *"Foreign Policy - Women on the Front Lines,"* February 13, 2012, available at <http://www.npr.org/2012/02/13/146802589/foreign-policy-women-on-the-front-lines>.

⁴³ Presidential Commission Report, CF 1.104A, 1.105, 1.106, 1.125, 1.129, pp. C-61 through C-67, and Canadian Trip Report, 28-31 July and International Trip Report, 16-25 September, pp. C-21 through C-31.

⁴⁴ Presidential Commission Report, CF 1.104A, 1.105, 1.106, 1.125, 1.129, pp. C-61 through C-67, and Canadian Trip Report, 28-31 July and International Trip Report, 16-25 September, pp. C-21 through C-31.

⁴⁵ *Ibid*, CF 1.129, p. C-67.

Countries that have decided previously or in recent years to assign women to combat positions in the ground, naval, and air forces have done so primarily for reasons of "equal opportunity," (now called "diversity") rather than military necessity.

Unlike Denmark, the Netherlands, Canada, and other allied nations, the American Armed Forces cannot afford to make similar tradeoffs, elevating "equal opportunity" above military necessity. This is especially so when potential adversaries in a dangerous world are not operating under the same "diversity" rules.



WRITTEN STATEMENT OF WOMEN IN INTERNATIONAL SECURITY

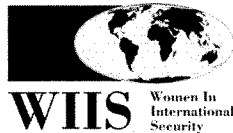
FOR A HEARING ON

WOMEN IN THE SERVICES

Submitted to the Subcommittee on Personnel of the U.S. House Committee on Armed Services

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WIIS Washington Office
Combat Integration Initiative Project Directors
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Combat Integration Initiative

On January 24, 2013, the Department of Defense (DOD) announced its decision to eliminate the ground combat exclusion policy and begin the process of opening 238,000 direct ground combat positions to women. With this historic development, the U.S. joins a growing list of countries in which all military positions are open to women on an equal basis to men.¹

To support the successful and expeditious integration of women into the newly opened combat positions, Women In International Security (WIIS) and the Stockholm International Peace Research (SIPRI) North America have teamed up to establish the Combat Integration Initiative (CII).

The Combat Integration Initiative (CII) is a working group composed of veterans, servicemembers, lawyers, scholars, and members of civil society who are committed to the full integration of women across all branches and occupational specialties of the Armed Services.

Background

Since 2001, nearly 300,000 female service members have been deployed to Iraq and Afghanistan. More than 900 women have been wounded in those theaters, and more than 150 have died.² As of February 2013, 16,407 female service members were deployed in contingency operations around the world. As DOD recognized in its January 2013 decision, constructs such as 'direct ground combat' or 'forward deployed' are irrational and arbitrary in the context of contemporary military operations. Today, the effect, if not purpose, is to discriminate against women. For example, women involved in convoy escort operations, or those serving on female engagement teams are as likely to come under fire as the men who serve in direct ground combat units.

That said, implementation of the new policy will require sustained efforts at multiple levels. Indeed, previous experiences with integration policies have shown that as women assume new roles and responsibilities they encounter a multitude of challenges. For example, when women first integrated aviation units they met structural barriers that prevented them from accomplishing their assigned duties. Early Navy female helicopter pilots were restricted to land based operations since women were excluded from Navy ships. These contradictory policies reduced the women's effectiveness and created resentment among male colleagues who had to shoulder additional duties. Similarly, when combat restrictions were removed in the early 1990s, female fighter pilots encountered strong and often debilitating cultural resistance to their employment in combat cockpits.

As the military opens up the new positions, it must take into account lessons learned from previous experiences, which establish that many potential problems can be overcome through good planning, training, mentoring and monitoring. Successful implementation of the policy will depend on four critical conditions:

¹ Women serve in close combat specialties in Australia, Canada, Denmark, Finland, France, Germany, Israel, the Netherlands, New Zealand, Norway, Poland, Romania, Spain, and Sweden.

² David F. Burelli, *Women In Combat: Issues for Congress*, CRS, May 9, 2013, p.ii (Summary)



1. **Communicating policy changes clearly and ensuring consistency and follow through.** Past experiences demonstrate the need for transparent and comprehensive implementation of the steps required to achieve integration. For example, in February 2012, DOD made a policy change that was intended to open 14,000 new positions to women. Under the new policy, women in open specialties were to be permanently assigned and no longer temporarily attached to ground combat units. However, it took almost 18 months to fully notify Congress of the changes. Worse still, the notification imposed ceilings on the number of women who could be assigned to certain units. As a result, many in and outside of the military services became confused as to the stated and practical requirements imposed on the services. This confusion led to uneven implementation and unfair practices.
2. **Establishing gender-neutral occupational standards.** DOD has pledged to develop gender-neutral occupationally driven standards that are based on precise job requirements and not on culturally constructed notions of the ideal warrior. It is crucial that the services use objective and rigorous methods to gather the data to formulate these standards. Fortunately, other countries have developed such methods, so that we need not reinvent the methodological wheel. For example, the Canadian Defense Forces now employ quantitative monitoring of soldiers during combat operations. The CDF arrived at this methodology over a period of years and after many mistakes, which we need not repeat.
3. **Training leaders and addressing unit culture.** Early integration efforts establish that unit leaders can make all the difference in how new groups are accepted and assimilated. A robust and effective training program for leaders is critical to creating and fostering a productive integration climate. This type of training should be provided to all combat units that are newly opened to women and DOD senior leaders must make clear that integration is a top priority.
4. **Understanding the role of critical mass and mentors.** DOD plans to integrate mid-grade women into the leadership chain of combat units in order to establish a mentoring mechanism before junior women. However, the low numbers of women currently serving in mid-grade positions may make this approach impracticable. More to the point, it is critical that we begin to define and provide mentoring that itself is free of gender bias. The lack of female leaders/mentors should not close off certain units for women. Certainly, we have seen that men make good mentors too and with the right training and mentoring they can successfully guide junior women as they join all-male units. The Swedish military piloted the use of "gender coaches" in 2005, and they found that these coaches had a significant impact on the leadership and training of men and women in combat specialties.

Implementation Monitoring

Each of the military departments and the U.S. Special Operations Command (SOCOM) submitted their proposed plans for eliminating the remaining restrictions imposed by the now rescinded direct ground



combat assignment rule in writing to the Office of the Secretary of Defense (OSD) in June, 2013.³ On June 27, 2013, CII teams reviewed the plans for their clarity, specificity, and transparency; their analysis is presented below.

General Observations: As required by OSD's order rescinding the direct ground combat assignment rule, each branch has submitted a separate plan for opening to women career fields that formerly were closed. In its review, CII studied each plan, and, in sections below, we offer commentary and questions about each of the plans as a standalone effort. However, it also is essential to study the plans as a whole and to compare, even closely cross-reference, their provisions for consistency. In a number of crucial instances, decisions made in one plan will affect decisions made by others. Thus, there will be a need to identify and reconcile potential conflicts between the plans to ensure that they support, rather than undercut, each other. To pick just one salient example, it is clear that SOCOM's policies will directly affect each of the service's implementation plans because all of the services' special operations forces (SOF) will have to work for SOCOM at varying points in their careers in order to ensure career progression. Likewise, it seems to be the case that the standards for employment in some Navy specialties may conflict with Marine Corps policies and implementation timelines. At this point, it is not clear how these conflicts will be managed. In order to avoid confusion and unnecessary duplication of effort down the road, OSD must recognize this problem up front and develop a process for identifying and resolving these inherent conflicts.

Each plan contains provisions that explicitly rely on the "guiding principles" invoked by the Chairman of the Joint Chiefs of Staff in his memorandum of January 9, 2013, entitled "Women in the Service Implementation Plan." As tends to be the case with general guidelines, some of the terms used in the Chairman's "guiding principles" are abstract and/or not clearly defined. In more than one instance in the implementation plans, some of these crucial terms have been given different and potentially conflicting interpretations by different departments. We highlight some of the significant points of difference here, together with additional general remarks.

First, the Chairman stated that the implementation plans should ensure "that a sufficient cadre of midgrade/senior women enlisted and officers are assigned to commands at the point of introduction to ensure success in the long run." This directive raises some important questions.

(a) What constitutes "a sufficient cadre" of midgrade and senior women? The Chairman does not define that term, and the implementation plans contain varying interpretations of the requirement.

(b) What happens in the short term if there is no "sufficient cadre" of mid-level and senior women available "at the point of introduction"? Most crucially, will women who satisfy all other qualifications for elite positions be barred from serving in those positions on the grounds that the cadre is insufficient?

³ All of the implementation plans as well as the General Dempsey's Memorandum regarding Women in the Service Implementation Plan of 9 January 2013 are available for review at: <http://wiisglobal.org/wordpress1/combat-integration-initiative/dod-implementation-plans-and-announcements/>



(c) The answer to the prior question depends, in turn, on the reason for imposing the cadre requirement in the first place. Why does “success in the long run” depend on having a sufficient cadre of senior women in place before junior women arrive? We fear that the cadre requirement itself may prove to be one of the “unnecessary gender-based barriers to service” that the Chairman declares must be eliminated. That is, the requirement seems to rest on the assumption that men either are unwilling or cannot be trained to support the introduction of small numbers of well-qualified women into their ranks. This premise is belied by the experiences of many servicewomen and veterans in CII, including those of us who served as combat pilots when no “cadre” existed and those of us who deployed to Iraq and Afghanistan as parts of small teams of women accompanying large, all-male units of ground combat troops. At a minimum, therefore, the cadre requirement must be closely monitored so that it does not make it impossible for women to enter some of the formerly closed occupational fields at all.

Second, the Chairman directed the services to develop, validate, and implement gender-neutral “occupational performance standards, both physical and mental, for all military occupational specialties (MOSs), specifically those that remain closed to women.” Once again, the implementation plans take inconsistent positions with respect to this crucial directive. Some plans propose to satisfy this requirement by conducting rigorous research. Other plans assert that there is no need to follow this directive because the branch in question already has in place valid, gender-neutral occupational standards. For example, SOCOM and the Marine Corps assert that their standards are already gender neutral because they are task based. However, at this juncture, it is critical for each department to follow the Chairman’s directive carefully, to take a fresh look at all standards to assess their occupational relevance, and to develop and validate new standards as necessary. To say the least, a decision to rely on the current standards creates a significant risk that the branches will reinforce unnecessary gender-based obstacles to service. It is likely that traditional, invalid, and outmoded notions of warrior competencies have heavily influenced the current standards. If that is the case, the current standards are unlikely to satisfy the Chairman’s mandate, and a decision to keep them in place could result in not only criticism but also potential legal challenges.

Third, the Chairman’s memo established several clear benchmarks for the timing of integration. The dates are:

1. 15 May 2013: Implementation Plans due (completed and released to the public on 17 June 2013)
2. September 2015: Gender neutral occupational standards set
3. December 2015: All studies complete
4. January 2016: All positions open unless an exception to policy is requested
5. Quarterly update reports are due NTL 10 days after the end of each quarter: 10 July 2013, 10 OCT 2013, 10 Jan 2014, 10 APR 2014, 10 JUL 2014, 10 OCT 2014, 10 JAN 2015, 10 APR 2015, 10 JUL 2015, 10 OCT 2015

By contrast, the timelines provided in the plans themselves are unclear and difficult to decipher. Indeed, the various plans present varying timelines, with some steps being completed in advance of set deadlines, others coming after deadlines, and still others impossible to pin down with any precision. This



lack of clarity creates confusion, as well as the potential for inconsistent results, which will impair military readiness.

Finally, none of the plans details a mechanism or process for obtaining external input to support the necessary studies for data collection, the creation of best practices, and so forth. Likewise, none of the plans identifies any mechanism for communicating to the force or to the public the results of the studies, research, and decisions made along the road to integration. Soliciting external input and engaging in strategic communications could reduce the risks of methodological errors, limit the spread of misinformation, facilitate getting buy-in from the force by increasing servicemember confidence in the process, and ease Congress' oversight duties.

About CII: CII's mission is to support the full integration of women across all branches and occupational specialties of the Armed Services.

CII will have achieved its mission when all military occupational specialties are based upon specific, consistent, and validated standards and are open to all applicants without regard to gender.

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**WITNESS RESPONSES TO QUESTIONS ASKED DURING
THE HEARING**

JULY 24, 2013

RESPONSE TO QUESTION SUBMITTED BY MRS. DAVIS

General BROMBERG. U.S. Army Training and Doctrine Command is currently developing and validating gender-neutral physical standards for the currently closed occupations. The Armed Service Vocational Aptitude Battery (ASVAB) is used by all services for cognitive evaluation. The ASVAB is a multiple-aptitude battery that measures developed abilities and helps predict future academic and occupational success in the military. [See page 10.]

RESPONSES TO QUESTIONS SUBMITTED BY MS. TSONGAS

General BROMBERG. U.S. Army Training Doctrine Command (TRADOC) trains Soldiers to meet the occupational requirements of their unique specialty. This will not change. Different Soldiers may use different techniques to accomplish tasks, however, many tasks are very prescriptive in the manner they are performed due to the equipment used. For example, vehicle mechanics must often perform maintenance tasks in a specific sequence. TRADOC has conducted gender integrated training successfully for many years and has no plans to return to gender segregated training. Training the males and females differently (separately), contradicts the intent of integrating the Army and can be perceived as training to different standards or inequitable treatment of Soldiers. [See page 14.]

General MILSTEAD. Our entry level training ensures Marines are screened and provided with the requisite training and skills to successfully meet the needs of the total force and the rigors of combat. The Marine Corps does this by first transforming civilians into "Basically Trained Marines" at Recruit Training; second by training all Marines in the basic combat skills necessary to perform the duties of a provisional rifleman at Marine Combat Training (MCT); and third by providing them the basic knowledge and skills at the MOS Schools required to perform the duties of their assigned Military Occupational Specialty (MOS).

Male and female recruits train separately in Recruit Training in order to foster the transformation from civilian to Marine. This approach allows young female recruits the environment needed to focus and build self-confidence without distractions, embrace service core values, refine skills, and adjust to military life. It also provides a setting with confidentiality to address prior service sexual assault or harassment incidents and most importantly provides young female recruits a structured environment with strong female role models (drill instructors) to emulate. We feel this approach is necessary and beneficial to both female and male recruits and sets the foundation necessary for both male and female recruits to succeed as Marines during the rest of their entry level training and time in the Corps.

After completing Recruit Training, female and male Marines assigned to an open MOS attend Marine Combat Training (MCT) at the School of Infantry (SOI)-East at Camp Lejeune, NC. Marines train side-by-side at MCT and learn the basic combat skills necessary to perform the duties of a Provisional Rifleman. Once they graduate from MCT, Marines train together at open MOS schools. As we open closed MOS schools to female Marines, male and female Marines will train together. As female Marines are integrated into the student population in previously closed MOS Schools, we will use their pre- and post-graduation performance data with our System Approach to Training (SAT) process to continually evaluate and improve their curriculums. This is the same process we follow for male Marines who attend these MOS schools. Following this process, the Marine Corps is confident we will continue to improve the quality of our formal Programs of Instruction, continue to advance mastery for both men and women and continue to meet the MOS/billet training requirements of the total force. [See page 14.]

RESPONSES TO QUESTIONS SUBMITTED BY MS. BORDALLO

General BROMBERG. During the period of 1 August 2012 to 31 July 2013, the overall active duty discharge rate from Basic Combat Training was 7.9%; for females it was 14.5% and for males it was 6.2%. During the year prior, 1 August 2011 to

31 July 2012, the overall active duty discharge rate from Basic Combat Training was 7.1%; for females it was 12.7% and for males it was 5.6%. [See page 17.]

General MILSTEAD. Entry level training attrition rates, by gender, for FY08 thru FY11 are annotated on the below table. It should be noted that after entry level training, the attrition rates for male and female Marines who do not complete their initial contract are similar with the female attrition rate at 5.2% and the male attrition rate at 5.1%. [See page 17.]

Entry Level Training	Attrition Rates		% of Attrition due to medical/psychological	
	Male	Female	Male	Female
Recruit Training	9.0%	15.7%	43.0%	50.0%
Marine Combat Training	1.5%	1.7%	24.0%	49.0%
Officer Candidate School	19.6%	42.0%	27.0%	40.0%
The Basic School	5.6%	11.0%	4.0%	14.0%

General SACOLICK. USSOCOM is still in the assessment phase of its Women in Service implementation effort, and therefore is still trying to ascertain what concerns are warranted regarding the integration of women into Special Operations Forces (SOF). Certain factors from a social cohesion and task cohesion stand point will be studied over the coming months to identify potential obstacles. For social cohesion, we will be looking at the human interactions that occur when people are placed in remote locations, in close proximity to one another, and forced to rely extensively, perhaps exclusively, on the other members of a small team in order to succeed in their tasks, and perhaps for their safety and well-being. We already know from our experience with our current force that these factors lead to the team members developing close bonds. Task cohesion factors of concern are: different reactions to stress, performance expectations, and the ability to engage in teamwork. These factors are going to be studied to gain a better understanding of the magnitude, nature, and scope of the potential concerns of SOF personnel. This will help us anticipate challenges that may arise and allow for a seamless transition. [See page 17.]

General SWEREDOSKI. Attrition rates at Navy Recruit Training Command:

	Males	Females	Total
Fiscal Year 10	8.0%	13.0%	9.0%
Fiscal Year 11	8.3%	14.6%	9.7%
Fiscal Year 12	9.6%	14.4%	10.5%
Fiscal Year 13 (YTD)	8.0%	11.3%	8.8%

Note: Fiscal Year 13 Year to Date (YTD) attrition is from October 1, 2012 through July 31, 2013. [See page 17.]

General GROSSO. The following tables reflect Air Force attrition rates.

ACRONYMS

AD: Active Duty

BMT: Basic Military Training

BOT: Basic Officer Training

COT: Commissioned Officer Training

IST: Initial Skills Training

OTS: Officer Training School

ROTC: Reserve Officers' Training Corps

AD Enlisted BMT	Gender	Entered	Eliminees	% Attrition
FY12	Female	5,339	407	7.62%
	Male	23,475	1,229	5.24%
	Total	28,814	1,636	5.68%

AD Enlisted IST	Gender	Entered	Eliminees	% Attrition
FY12	Female	4,921	305	6.20%
	Male	23,301	1,414	6.07%
	Total	28,222	1,719	6.09%

Active Duty (AD) Officers	Gender	Entered	Eliminees	% Attrition
AY12 AF Academy	Female	980	49	5.00%
	Male	3,561	237	6.66%
	Total	4,541	286	6.30%
FY12 ROTC	Female	471	48	10.20%
	Male	1,576	233	14.80%
	Total	2,047	281	13.72%
FY12 OTS/BOT	Female	69	2	2.90%
	Male	495	44	8.89%
	Total	564	46	8.16%
FY12 COT	Female	570	1	0.18%
	Male	666	4	0.60%
	Total	1,236	5	0.00%
Total AD Officers	Female	2,090	100	4.78%
	Male	6,298	518	8.22%
	Total	8,388	618	7.37%

AD Officer IST (not rated)	Gender	Entered	Eliminees	% Attrition
FY12	Female	445	12	2.70%
	Male	1,381	44	3.19%
	Total	1,826	56	3.07%
AD Rated Officer IST	Female	180	8	4.40%
AY12	Male	2,868	94	3.30%
	Total	3,048	102	3.35%
Total AD Officers IST	Female	625	20	3.20%
AY12/FY12	Male	4,249	138	3.25%
	Total	4,874	158	3.24%

[See page 17.]

RESPONSES TO QUESTIONS SUBMITTED BY MS. SHEA-PORTER

General BROMBERG. The Fiscal Year 2012 Brigadier General, Army Competitive Category Promotion Selection Board was conducted in compliance with law and regulation. In accordance with Title 10, United States Code, section 617, the board carefully considered the record of each officer whose name was furnished to the board. The board found that, in the opinion of the majority of the members of the board, the officers recommended for promotion by the board were best qualified for promotion to meet the needs of the Department of the Army. The board membership, approved by the Secretary of the Army, complied with Title 10, United States Code, Section 612 and consisted of 19 general officers. The officers who were selected by the Fiscal Year 2012 Brigadier General, Army Competitive Category Promotion Selection Board were the best qualified for promotion and it is an anomaly that, of the best qualified officers, none in this case happened to be female. The Department of the Army has reviewed the results of every Brigadier General, Army Competitive Category board for which we have record and, with the exception of the Fiscal Year 2012 board, find no previous board where no female was selected. In fact from 1989 until 2011, females have been selected at a higher rate (2.24) than males (2.16). [See page 18.]

General BROMBERG. The goal of a Brigadier General, Army Competitive Category Promotion Selection Board is to recommend the "best qualified" colonels for promotion to brigadier general who will make the greatest contribution to the Army and Department of Defense, regardless of ethnicity and gender. Board members are directed by the Secretary of the Army to consider all eligible colonels in the considered population.

In accordance with Title 10, United States Code, section 616(b), the Secretary of the Army establishes the maximum number of officers that the selection board may recommend for promotion from the officers being considered. Pursuant to Title 10, United States Code, section 622, this number is determined based on the number of positions needed to accomplish mission objectives, the estimated number of officers needed to fill vacancies in such positions, and the number of officers authorized by the Secretary of the Army to serve on active duty in that grade. Once the board has convened, the board members are briefed on the board process and the details contained in the Secretary of the Army's Memorandum of Instruction (i.e., number to be selected, specific requirements by skill set and other direction for the conduct of the board).

The board process for a Brigadier General Promotion Selection Board is as follows: Each board member considers every eligible colonel in the considered population and votes to determine if the officer's performance record and qualifications merit further consideration. Based on this vote, an order of merit list is established. After the order of merit list is established, the board votes to determine the number of officers who will be further considered. The board then further considers those officers. During this phase of the board, board members may discuss their own personal knowledge and evaluation of the professional qualifications of eligible officers. Board members may not discuss or disclose the opinion of any person not a member of the board concerning an officer being considered unless that opinion is contained in material provided to the board. After discussion of the officers under consideration, the board members conduct a blind vote of each officer under consideration by designating a score for each officer. Each officer's collective score is tallied and that total score is used to establish an order of merit list. Using the order of merit list, the "best qualified" officers are determined based on selection requirements established by the Secretary of the Army. [See page 19.]

QUESTIONS SUBMITTED BY MEMBERS POST HEARING

JULY 24, 2013

QUESTIONS SUBMITTED BY MS. TSONGAS

Ms. TSONGAS. Currently, women are being allowed to serve in previously closed units in open specialties in some units. This practice is being inconsistently applied across the Services. For example, women in the Army are being assigned down to the battalion level in open specialties but not to the company level in combat arms units. In the USMC, women are still prohibited from being assigned to the battalion level in most combat arms units. Will OSD establish a policy on women serving in previously closed combat units in currently open MOSs? Can women who serve in an open MOS be assigned to combat units at all levels, and if not, why not, and when will that change?

Ms. BEYLER. The Services and USSOCOM are required to open positions and units in a manner consistent with the Joint Chiefs' Guiding Principles. They are further required to meet interim milestones and goals. Due to differing force structures and operational requirements, the Services and USSOCOM have been given authority to implement rescission of the Direct Ground Combat Definition and Assignment Rule as they determine necessary, consistent with the direction set out in the Chairman of the Joint Chiefs of Staff memorandum of January 9, 2013. Integration of women into newly opened positions and units will occur as expeditiously as possible, considering good order and judicious use of fiscal resources, but must be completed no later than January 1, 2016. Any recommendation to keep an occupational specialty or unit closed to women must be personally approved by the Chairman of the Joint Chiefs of Staff, and then the Secretary of Defense. This approval may not be delegated. Exceptions must be narrowly tailored, and based on a rigorous analysis of factual data regarding the knowledge, skills, and abilities for the position.

Ms. TSONGAS. Will OSD require each Service to brief OSD and Congress on how it is developing its gender-neutral occupational standards? Who is leading this effort within each branch, and what methods are they using to develop these standards? Will OSD also ask them to provide a briefing on their use of social science or "cultural" studies in the development of gender-neutral occupational standards?

Ms. BEYLER. Yes, the Acting Under Secretary of Defense for Personnel and Readiness, the Chairman of the Joint Chiefs of Staff, and the Service Chiefs are monitoring the progress the Services and USSOCOM are making toward integration of women into previously closed occupations. The Office of the Secretary of Defense, the Services, and USSOCOM will provide periodic updates to Congress.

Each Service and USSOCOM are working with various scientific and research agencies (U.S. Army Research Institute for Environmental Medicine, Center for Naval Analyses, Air Education and Training Command, and RAND) to review and validate occupational standards to ensure they are current and operationally valid and are applied on a gender-neutral basis. Each Service and USSOCOM are conducting thorough doctrine, organization, training, materiel, leadership and education, personnel, facilities, and policy analysis to ensure deliberate and responsible implementation. This analysis also addresses the social science or cultural impacts as needed. However, at this time it is too early to draw any conclusions.

Ms. TSONGAS. Will the Office of the Secretary of Defense (OSD) require the service branches to recognize and build upon the combat experience that current service-women gained in Afghanistan and Iraq? Will servicewomen who were attached to or otherwise served alongside combat units in Afghanistan and Iraq be eligible for leadership positions requiring combat specialties? Will the service branches develop a plan to enable such women to cross-train and compete for leadership positions in combat units? Could OSD build upon the already-existing "cadre" of women with OIF/OEF combat experience by encouraging women who were attached to combat units, served in FET/CST/Lioness and so on to branch transfer or cross-train for newly opening leadership positions within previously closed units and even new MOSs? Could OSD ask the service branches to do a review and training to ensure that promotion boards, briefers, and those in charge of assembling the "cadre" are trained to recognize the often-hidden combat service of women who deployed with FET, attached to combat units, and so on? Could OSD send a memo to outline the criteria for assembling this cadre?

Ms. BEYLER. The Department believes the Services should explore all means to build upon the combat experience women have gained in Afghanistan and Iraq.

The Chairman of the Joint Chiefs guiding principle in regard to "cadres" seeks to provide mid-to-senior grade female leadership for women assigned to previously closed positions. Achieving sufficient numbers may require an adjustment to recruiting efforts, assignment processes, and personnel policies. Assimilation of women into heretofore "closed units" will be informed by continual in-stride assessments and incremental opening efforts. Each Service will develop criteria for sufficient cadres for each unique occupational skill as positions are opened. Additionally, as effective gender integration strategies are identified, through formal analysis the Department will ensure the data, lessons learned and best practices are shared across the Services. While assignment strategies are evolving, sufficient cadres may include senior female personnel that are co-located, but not necessarily in the same occupational skill.

Leadership can be developed in a number of ways. One strategy is to place mid-to-senior level female leadership in the same organization, or co-located with junior service members assigned to previously closed positions. The Services will leverage a number of strategies, based in research, analysis and lessons learned, to set service members up for success in newly opened positions. A lack of MOS-qualified female mentors is not a reason to keep a position closed. No specified number of women required for assignment exists. In some cases, one qualified female may be sufficient. To entertain a pre-conceived "critical mass" suggests there is a quota, which would be a disservice to women entering these occupations. Since each Service is unique in organizational structure and mission, we believe the Services are in the best position to determine how to build a sufficient cadre to assimilate women into previously closed positions and occupations.

Regarding promotion boards, the Secretaries of the Military Departments convene and provide guidance to officer promotion selection boards. Each of the Secretaries gives guidance to these boards to recommend the best qualified officers for promotion regardless of their gender. This guidance also includes wording on the importance of combat, combat related, combat support activities, and nation-building experience in our future leaders.

Ms. TSONGAS. What happens in the short term if there is no "sufficient cadre" of mid-level and senior women available "at the point of introduction"? Most crucially, will women who satisfy all other qualifications for elite positions be barred from serving in those positions on the grounds that the cadre is insufficient?

Ms. BEYLER. Cadre is one of the five Chairman of the Joint Chiefs of Staff Guiding Principles and but one of many other considerations the Services will factor in as they implement the rescission of the Direct Ground Combat Definition and Assignment Rule. The National Defense Authorization Act for the Fiscal Year 1994, Section 543, specifically provides that the Department may not use a gender quota, goal or ceiling except as specifically authorized by law, with regard to qualifications of members of the Armed Forces, and for continuance of members in open occupational career fields.

Cadre requirements will vary depending on the needs of the Services, the units, and the occupations. We do not envision that cadre alone will bar a woman from serving in a specific position.

Ms. TSONGAS. Will the Army expand on its rationale for not opening Ranger School in the early phase of its plan? It is well recognized that Ranger School is a prestigious leadership training course now available only to men in a range of occupational specialties.

General BROMBERG. While the Army has many courses and programs designed to provide leader development and training, the primary purpose of the Ranger Course is to provide Ranger Qualified Soldiers to meet Army Ranger authorization requirements. The training is voluntary and completion of the course is not required for service in any of the Army's basic Career Management Fields (CMF). Approximately eighty percent of the requirements for Ranger Qualified Soldiers are in the Infantry or Special Forces Career Management Fields; occupations currently closed to females. Therefore, the Army plans to open the Ranger Course with the opening the Infantry Career Management Field or as expeditiously as possible afterwards in coordination with USSOCOM. We will proceed in this deliberate manner to ensure we can capture lessons learned from the opening of the basic career management fields. This deliberate and informed approach is essential to ensure we comprehend the impacts on small unit missions normally associated with infantry/ranger squads and platoons, both the physical and cultural aspects of integration of it as we go forward.

Ms. TSONGAS. What happens in the short term if there is no “sufficient cadre” of mid-level and senior women available “at the point of introduction”? Most crucially, will women who satisfy all other qualifications for elite positions be barred from serving in those positions on the grounds that the cadre is insufficient?

General BROMBERG. The lack of Military Occupational Specialty qualified female mentors is not a criterion to keep a position closed and women will not be barred from serving in those positions on the grounds that the cadre is insufficient.

Sufficient cadre can be developed in a number of ways. One strategy is to place mid-to-senior level female leadership in the same organization, or co-located with junior service members assigned to previously closed positions. Assimilation of women into heretofore “closed units” and “elite positions” is evolving. The Army will leverage a number of strategies, based on research, analysis and lessons learned, to set service members up for success in newly opened positions.

Ms. TSONGAS. Based on its plan, does the possibility exist that the Marine Corps will close units previously open units and MOSs?

General MILSTEAD. All units and MOSs that were open under the 1994 Direct Ground Combat Definition and Assignment Rule will remain open to women.

Ms. TSONGAS. The Marine Corps plan indicates that observation of the performance of a handful of women volunteers, less than 10, in the Infantry Officer Course (IOC) is being factored into the decision on whether to open previously closed MOSs. What is the purpose of allowing entry-level women to volunteer for the IOC course? What research organization is conducting this study and what is their research methodology? Have the physical tests in the IOC been validated as part of an occupational standards review for infantry officers? And, if so, can you describe the validation process including how the IOC tasks test the validated infantry officer occupational standards?

General MILSTEAD. To achieve a statistically significant sample based on the current female officer population, the Marine Corps requires 92 female officer volunteers for IOC. Their documented performance at IOC will provide data to leadership to make an informed recommendation on the Infantry Officer MOS (0302). Marine Corps’ Training and Education Command is conducting this research under the Human Research Protection Program (HRPP). Women are not selected to attend IOC but must volunteer, per HRPP policy guidelines. Female lieutenants from each Basic Officer Course (BOC) are presented with two separate Informed Consent briefs and opportunities to volunteer; one at the beginning of their BOC and a second brief, prior to BOC graduation, to ‘reconfirm’ their voluntary status.

The occupational standards for the Infantry Officer MOS have been reviewed and validated. The validated Program of Instruction (POI) for IOC trains to, and tests for, the Infantry Officer occupational standards.

All Programs of Instruction and Training and Readiness Manuals routinely undergo an established cyclical review to validate and update MOS performance standards. The IOC Program of Instruction (POI) was reviewed and signed in June 2012 by Training and Education Command (TECOM) as part of an established cyclical review (every three years) that all POIs and Training and Readiness (T&R) Manuals undergo.

Ms. TSONGAS. The Marine Corps has military occupations that are similar to other branches, particularly the Army. In fact the occupations are so similar that Marines attend MOS schools that are run by the other branches, for example Marines attend the armor school at Fort Knox, Kentucky, or the Artillery school at Fort Sill, Oklahoma, or the combat diver course at the Navy Diver and Salvage Training Center in Panama City, Florida.

However, the Marine integration plan for these similar occupational specialties is strikingly dissimilar to the other Services. For example, the Marine plan specifically states (on page 4) that the Marines will not open maintainer MOSs until the operator MOSs become open, and cites as an example that the 2417 MOS (Light Armored Vehicle Repair/Technician) will only open if the 0313 MOS (Light Armored Vehicle Crewman) is opened. This is in direct contrast to the Army. The Army has already graduated 5 women from their Bradley Fighting Vehicle course as Bradley Fighting Vehicle System Maintainers (19M) even though the job of a Bradley crew member (19D) remains closed.

What rationale would allow the Marine Corps to keep women out of jobs that are the same or virtually the same as jobs the other Services have opened or will open? And how would the Marines maintain the interoperability with the other Services that is so critical to the accomplishment of their mission?

General MILSTEAD. In the Marine Corps, the Light Armored Vehicle (LAV) maintainers physically deploy with the vehicles and are in the fight with the rest of the vehicle crew. In a crisis response mission, the maintainers are forward and engaged

in the initial fight along with the combat vehicle they support. Our other combat vehicle maintainers (AAV, Tanks) similarly deploy. Our plan is to consider both the operators and maintainers for each combat vehicle at the same time, when determining if the occupation should open for females. Interoperability with the other Services will not be impacted by the gender of the operator or maintainer.

Ms. TSONGAS. What happens in the short term if there is no “sufficient cadre” of mid-level and senior women available “at the point of introduction”? Most crucially, will women who satisfy all other qualifications for elite positions be barred from serving in those positions on the grounds that the cadre is insufficient?

General MILSTEAD. Every unit within the USMC, to include those previously closed, currently has open MOS positions in which both male and female Marines could potentially serve. Female Marines filling these open MOS billets would comprise the requisite “cadre” both at the schoolhouses and the units to which female Marines qualified in an MOS that has previously been closed would be assigned. It will take generational growth to generate female Marine leadership in previously closed MOS positions.

Ms. TSONGAS. What happens in the short term if there is no “sufficient cadre” of mid-level and senior women available “at the point of introduction”? Most crucially, will women who satisfy all other qualifications for elite positions be barred from serving in those positions on the grounds that the cadre is insufficient?

General SACOLICK. USSOCOM will closely examine the Secretary of Defense requirement to have cadre at the point of introduction. We are studying several courses of action that meet the intent of Secretary of Defense while providing professional development opportunities for both the women entering previously closed positions and occupations and those who will serve as cadre. USSOCOM’s expectation is lack of sufficient cadre will not be sufficient basis for an exception to policy.

Ms. TSONGAS. What happens in the short term if there is no “sufficient cadre” of mid-level and senior women available “at the point of introduction”? Most crucially, will women who satisfy all other qualifications for elite positions be barred from serving in those positions on the grounds that the cadre is insufficient?

General SWEREDOSKI. Navy execution plans will ensure women who satisfy all other qualifications for elite positions will not be barred from serving in those positions on the grounds that the cadre is insufficient.

The Navy will assign female officers and enlisted personnel already qualified within their specialty to newly opened platforms and units before lower ranking enlisted women are integrated. Navy’s integration policy ensures an experienced or warfare qualified female officer shall be on board prior to integration of junior officer or enlisted women, and a minimum of one female Chief Petty Officer shall be on board prior to junior enlisted women. The experienced or warfare qualified female officer and female Chief Petty Officer shall be voluntarily assigned through routine assignment policy.

Ms. TSONGAS. What happens in the short term if there is no “sufficient cadre” of mid-level and senior women available “at the point of introduction”? Most crucially, will women who satisfy all other qualifications for elite positions be barred from serving in those positions on the grounds that the cadre is insufficient?

General GROSSO. The Air Force through its normal assignment process will ensure there is female leadership presence (enlisted and officer) in support cadre, training pipelines and operational units. While assignment strategies are evolving, sufficient cadre may include senior female personnel that are co-located, but not necessarily in the same occupational skill (i.e. First Sergeant, Medical Technician, etc.).

If there are women who satisfy all other qualifications for elite positions, they will not be barred from serving in those positions. A lack of qualified female mentors is not criterion to keep a position closed.

QUESTIONS SUBMITTED BY DR. FLEMING

Dr. FLEMING. With the DOD essentially eliminating the definition of combat on which the Court relied in making its decision—a lawsuit has already been filed in the lower courts—I want to know what timeline the DOD sees on this as it moves forward in implementation.

Ms. BEYLER. [The information was not available at the time of printing.]

Dr. FLEMING. A) Is it the official policy of the Pentagon and the Administration that women should be included in the selective service, i.e. subject to the draft, to serve in combat arms? If so, how will that impact readiness? B) Can you explain how the Department is going to review this as it considers the applicability of the

1981 Supreme Court decision? Are there a certain number of positions that need to be opened or is it more the type of positions to be opened that would make women similarly situated and therefore potentially required to register under the Selective Service Act, and therefore, to be drafted?

Ms. BEYLER. The Department believes there would be merit in an assessment of the Military Selective Service Act, to include a thorough review of the statutes and policies surrounding the current registration process and the registration of women. The Department believes such a review involves a much broader National discussion and should not be solely conducted by DOD. The Department stands ready to assist in any such review.

Dr. FLEMING. In February 2012, the DOD released a report to Congress on the Women in Services Review. I understand a lot of work was done at the service level on this report and would like to review the specific data collected by the Services in completing the review, such as the experience gained by the Marine Corps from assigning women to certain positions. In fact, there was language passed this year in the House NDAA that would require the DOD to present these findings. Does the Department have plans to provide Congress with the data collected at the service level? Will you provide the Committee with that data?

Ms. BEYLER. The Department conducted an internal administrative review to identify the laws, policies and regulations that restrict the service of female members of the Armed Forces. In addition to the administrative review to identify restrictive laws, policy and regulations, the Department consulted with the RAND Corporation, which conducted research to assess the equitable opportunity for women to compete and excel in the Armed Forces. Although the reports weren't publicly available at the time of the Department's delivery of the 2012 Report to Congress, RAND subsequently released its report entitled, "The Extent of Restrictions on the Service of Active Component Military Women" and "A New Look at Gender and Minority Differences in Officer Career Progression in the Military," which are now both publically available.

